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THE UNIVERSITY OF ALBERTA
ORGANIZATIONAL DESIGN IN A COMMUNITY COLLEGE:
A CASE STUDY

by



NEIL WILLIAM JAMES CLARKE

A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled ORGANIZATIONAL DESIGN IN A COMMUNITY COLLEGE: A CASE STUDY submitted by Neil William James Clarke in partial fulfilment of the requirements for the degree of Doctor of Philosophy in Educational Administration.

ABSTRACT

The examination of the development of a new organizational structure in a community college was the basis for this exploratory case study of organizational design.

The approach to design upon which the study primarily focused incorporated the assumption that structure comprises both a policy development structure and a structure for routine implementation of policy.

The essential structural components of the approach under study were detailed role descriptions. The process of design involved participation by various constituent groups in the college in four activities: (1) development of a statement of official organizational goals; (2) analysis of the functions necessary for goal achievement; (3) enunciation of principles guiding the actions of and within the organization; and, (4) allocation of policy development and policy implementation functions to various organizational roles such that diverse sources of expertise were capitalized upon in achieving organizational goals.

The case examined was the development of a new organizational design, by the above approach, in an Alberta community college wherein the previous administrative structure had been dissolved by a governmentally appointed Administrator.

Both the process and the product of the organizational design project were studied in terms of goal and task analysis concepts, systems

concepts, and organizational theory as a means for reconciling humanistic and scientific approaches to the understanding of organizations. The primary linkages within this theoretical framework included the centrality of goals to organizational analysis, the dual structure assumption, and the open systems concept of organizations.

Selected highlights of the findings of the exploratory case study included the following.

1. The dual structure approach to organizational design showed promise for possible application to other situations, since the approach accounted for both scientific management and humanistic management considerations of the particular case which was studied.

2. Goal analysis or task analysis was an appropriate point of departure in the organization design approach, as was predicted by the college. However, task analysis seemed more practicable than detailed goal-setting for this purpose.

3. The "systems approach" to the delineation of functions and tasks to organizational roles was judiciously, although not rigorously applied by the college during the design project.

4. Short-term benefits of a consensus form of policy development were inferred subsequent to an examination of the particular process adopted by the college.

Further consideration of these and the other findings, if given within the context of the entire report of the study, may lead to hypotheses to be tested in future studies of organizational design.

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Chapter 1

INTRODUCTION

As the effects of organizations on individuals and entire societies become more profound and more pervasive, the more compelling is the desire for students and members of organizations to seek ways of understanding them better. Organizations seem clearly to have sprung from the need for people to achieve ends which are unattainable to them as individuals. Yet, organizations often become unwieldy and unpredictable tools in the hands of mankind.

It is not surprising, therefore, that recent generations, who were born, educated and employed in organizations, have produced volumes of theoretical literature on psychological, sociological, political, and even mathematical concepts of the nature and the action of organizations.

Although the connections between these various concepts are often difficult to map out, there is no doubt that organizational theory has immeasurably advanced the understanding of organizations; in other words, there are useful frameworks for analysing organizations, even if there is no Grand Theory.

Also still lacking is a synthetic framework by which the organizational components identified through analytic frameworks can be put back together such that organizations might better achieve their goals. How can organizational theory be applied to the practical problem of designing a structure which will facilitate achievement of the goals of

the organization?

Triandis' response to this question was that "There is a lack of systematic research into this and related questions" (Thompson 1966:59).

Traditionally, according to Krupp (1961:77):

The structure of organizations is treated in terms of hierarchy, coordination, functional division, delegation, span of control, line and staff, and the like Behavior is explained mechanistically; . . . the organization is a machine.

The application of these concepts was usually guided by tenets, the belief in which persists in many quarters at the present time; for example,

1. create maximum specialization by limiting the number of tasks in a role,
2. reduce variety of tasks in a role (Clark, 1972:27),
3. keep the span of control to fewer than seven (reported in Behling and Schriesheim, 1976:206).

A subsequent reaction to mechanistic approaches to design occurred soon after the human relations movement became widely popularized by Likert and McGregor during the 1960's (Perrow 1972:119-128; Clark, 1972:29).

Managers were now exhorted to design organizations so that people could achieve their own goals by accomplishing those of the organization; further, people who could not reconcile their goals with those of the organization should be assisted by management to undergo programs which would appropriately modify the behavior or emotional maturity of the individuals.

Thus, there were two conflicting, extreme positions represented

in the principle of organizational design in the mid 1960's. Lawrence and Lorsch (1969:1) summed up the situation:

With regard to the structure of organization, practising managers are advised by some . . . to delegate authority and responsibility equally and to keep the chain of command clear, while others suggest that organization structures should have a "free form" or "organic" characteristic.

Recently organization theorists have become concerned with reconciling the apparent inconsistencies and conflicts between scientific management and humanistic concepts within organizational theory as a whole. There is a growing body of literature which reports resolutions to the mechanistic - organic conflict in organizational design that has been derived from parallel developments in organizational theory. Perrow, March, Simon, J. D. Thompson, Silverman, and Mouzelis have written on these topics and are discussed in subsequent chapters.

These recent developments were summarized by one writer who said:

. . . the name of the game for organizational design has changed from trying to discover the ideal one best way to what is an appropriate design given a discrete set of goals, resources, environmental qualities, and technologies (Lundberg in McGuire, 1974:146).

For example, when tasks are understood, predictable, routine and repetitive, a hierarchal structure with fixed rules and fixed task prescriptions may be adequate. Organic, participatory, or matrix designs seem more appropriate where task uncertainty, non-routineness, unpredictability, and non-repetitiveness prevail in the organization.

Peter A Clark (1972:18) defined modern organizational design as a process as well as an outcome:

Organization design is concerned with making decisions about the forms of coordination, control, and motivation that best fit the enterprise. In making these decisions, it is necessary to

consider external factors like the market, and internal factors like the needs and aspirations of members. Organizational design is ultimately concerned with the way in which decision making is centralized, shared, or delegated and the way in which the enterprise is governed.

Undertaking the present study was consistent with the apparent need to investigate whether design concepts and their application can be improved upon. The study was conceived during an actual project to develop an organization structure for a community college in Alberta. The researcher was responsible for designing and completing the project.

PURPOSE OF THE STUDY

The purpose of the study was to investigate organizational design by means of a case study and an extensive review of literature.

The basic concept of the design approach was that the administrative structure of an organization comprises a policy development structure and a policy implementation structure. This concept, which is referred to as the dual structure concept, assumes that structure is determined from the goals of the organization and from the strategies for their attainment.

The means for exploring the dual structure concept and its applicability in organizational design was a simultaneous undertaking of the case analysis and the literature review so that actual events and hypothesized relationships could be studied in relation to one another.

The efficacy of exploratory research in relation to empirical studies is discussed elsewhere in this chapter.

Objectives of the Study

The purposes of exploratory research and case studies are more difficult to enumerate as parsimonious statements of research problems than are purposes of empirical studies. However, the following state-

ments describe more precisely the nature and objectives of the present study.

The primary objectives were:

1. to describe an actual organizational design project which incorporated the dual structure concept; the description focused on
 - (1) historical events leading to the undertaking of the design project,
 - (2) the establishment of the project,
 - (3) the structure and procedures for the project,
 - (4) the organizational structure outcomes of the project;
 2. to research the literature relevant to
 - (1) concepts of organizational goals,
 - (2) the dual structure concept,
 - (3) organizational design;
 3. to analyse the case in terms of a theoretical framework derived from the literature review; the analysis included examination of
 - (1) the college's stated goals and the manner in which these were arrived at,
 - (2) the structure and procedures for the design project,
 - (3) the outcomes of the design project and the disposition of these;
- and at the same time
4. to comment in terms of the case on findings abstracted from the literature.

In summary, the ultimate aim of the study was to explore a concept of organizational design and its possible relevance for other aspects of organizational theory.

Significance of the Study

An analysis of the development of a new administrative structure for a particular institution may provide guidelines for similar undertakings in other institutions. Since the approach used in the case to be studied and the theory for the present study were based on similar assumptions and were developed--albeit independently--from organization theory, the case study may suggest propositions pertaining to organization design which could be tested in empirical studies planned to contribute to organizational design theory. As is discussed later in this chapter, the observational approach of the physical sciences, rather than the experimental method, is essential in the social sciences because theory building starts with observations of some sort (Griffiths, 1959). Such research designs are referred to as exploratory studies ". . . in which the primary purpose is to gain familiarity with some problem or to achieve new insights which can guide further research" (March, 1965:267).

There are few documented examples of organizational design to serve as "role models" for practitioners. Organizational design is a new activity which is hard to imagine because of the paucity of the existing stock of examples (Clark, 1972:11,47).

This study may lead to new generalizable design models.

According to Young (1970:4-5)

The search for a method for designing effective organizations has been occurring simultaneously in a number of disciplines such as sociology, psychology, political science, business administration and educational administration. . . . As a reflection of this interest in organizational design, the Ford Foundation and [a major university recently] sponsored three seminars [from which emerged two issues:] "what procedures should we follow in studying organizations? what procedures should we follow in organizational design?"

By concluding that ". . . there is neither a simple nor necessarily a direct relationship between organizational processes and organizational structure," Miklos (1970:19) has implicitly reissued the

challenge for researchers to advance to state of the art of organizational design.

The challenge can be met, according to Perrow (1970:51), who believed that with an appropriate means for examining organizations ". . . it becomes possible to select the [organizational design] techniques which best fit any particular organization."

The need for knowledge about organizational design is increasing: established principles of management and design are much more limited to the industrial context than has been realized in the past (Newman, 1973:xvi; Young, 1970:2-3); poor organizational design limits the effectiveness of people for whom the organization is a vehicle for their efforts; and, organizations in dynamic environments must be designed to respond to change and, if possible, ". . . to take the initiative in meeting and steering change" (Newman, 1973:xv).

Nature of the Study

Although the researcher was a major participant in the project under examination, the present study was a departure from the participant observation method described by Schatzman and Strauss, whereby

. . . the researcher is a full participant in ongoing activities while simultaneously his identity as a researcher is fully known (1973:61).

The participant observation method, which is common in case studies, did not apply here because the researcher became involved as a participant, rather than as a participant observer. The research aspect was not established until near the end of the period of participation.

Chapter 2 provides a detailed description of the events surrounding the project which were partly responsible for a method other

than participant observation to be adopted for the present study. Briefly, Red Deer College, an established institution, underwent a series of internal problems which led to the appointment by the Provincial Government of an Administrator to replace the board of governors and the president, and to undertake to resolve the problems, one of which was deemed to be an unworkable administrative structure. In these circumstances, the Administrator appointed an Executive Director when it became evident that assistance beyond that already available in the college would be required during the Administrator's term of office. The Executive Director subsequently became the present researcher.

Soon after his appointment, the Executive Director was given primary responsibility for developing a comprehensive recommendation in respect of a new administrative structure, the old one having been dissolved by the Administrator. The Executive Director and the Administrator decided that a task force representing the major constituencies in the college, and the Executive Director would undertake the project. The Administrator and the Executive Director also decided that the task force should employ a participatory mode of decision making, because they believed that a major cause of the problems of Red Deer College had been the lack of such opportunities.

It was in this participatory milieu, that the task force researched, agreed upon, and implemented with the Administrator's approval in principle, a theoretical basis for the design of the new administrative structure.

When it became evident that recorded proceedings of the task force meetings as well as official documents reporting the theoretical basis, procedures, and recommendations for structure would be produced,

the design of the present study was conceived.

Two concerns were particularly important in relation to the nature of the study: that the researcher, as a former participant in the project under analysis, would be biased toward a favorable critique in the present analysis; that a tautology between the theoretical framework of the project and the theoretical framework for the present study would render any analysis trivial.

The following points address the first concern.

1. A four year time lag between the project and the present analysis was sufficient for a shift in roles from participant to retrospective analyst to be achieved.

2. There was no advantage to the researcher if the analysis supported the methodology or the end result of the design project at the college.

3. One purpose of this study was to explore several possible sources of information about viable organizational design techniques; the purpose was not to consider only whether the particular technique used in the project was viable.

4. The problem of researcher objectivity in the present study was no greater than in any other case study; in fact, the objective nature of the primary data (documents) suggested that objectivity was perhaps a lesser problem than in participant-observer case studies.

5. For many aspects of analysis the case merely provided a point of departure for research into the literature; in these instances the primary focus was on relevant literature, rather than on the case.

The concern was dealt with as follows.

1. In many instances, literature cited in the development of

the theoretical framework was published subsequent to the completion of the organizational design project at the college. In all instances, specific works cited in the development of the theoretical framework were not also referred to in the development of the design model in the college.

2. To an extent, it is acceptable and necessary that the two frameworks are related; both were intentionally formulated to incorporate the assumptions that (1) goals and task specification precede structure, (2) organizations possess and state goals, and (3) organizational structure comprises a policy development structure and a policy implementation structure which are different, but compatible within an organization. The argument is that if the frameworks of the project and the present analysis were totally independent, there would be no conceptual links by which to examine one by means of the other.

With final regard to the nature of the study, it is appropriate to identify some advantages of the nature of the research design.

1. Because of his former role as Executive Director, the researcher was familiar with the documentary data used in the study. Moreover, he was thoroughly familiar with the other participants, the climate surrounding the task force, the debates that preceded recorded decisions, and other aspects of the concurrent context of the design project.

2. The researcher had full and ready access to the documentary data.

3. Research intended to examine the Red Deer College project was designed by the same person who had been selected to conduct the project in a specific manner. The Administrator's intentions in this

regard were published:

[The Executive Director will] . . . assist greatly in the development of a new structure for the College. . . . His academic background and experience will be very valuable in this regard. The last few years of his academic career have been devoted to the study of the administration of higher education institutions. In addition to having served as a planning officer with the Alberta Colleges Commission . . . , [the Executive Director] has been actively involved in planning and program research in the community college field . . . (News Release, Red Deer College, July, 1972 in Fast, 1974:36).

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Under the guidance and leadership of the Executive Director . . . an exhaustive study . . . [into] structures and policies for the future permanent governance of the College . . . formed the basis for a new internal governing structure It was developed and based [on a framework which included] . . . detailed statements of the philosophy, goals, and functions [of] the College, . . . and a detailed examination of the literature on community college governance (Fast, 1974:17).

4. The Executive Director was in a position of authority and influence from which to try to predispose the project participants and the Administrator to develop a theoretically based technique for organization design; however, the consensus approach to decision making in the project's task force and the final decision authority of the Administrator both precluded the Executive Director from imposing his views unilaterally. Thus, there were safe-guards against unethical experimentation with unsuspecting persons as was deplored by Schatzman and Strauss (1973:62).

METHODOLOGY

The nature of the study was discussed in detail in the preceding section. In this section, the use of the case study in theoretical research is reviewed. The sources and types of data for the study are identified, and the delimitations of the study are specified.

The Case Study

Kelly's review of this technique concluded that participant observation and anthropological field studies are receiving greater attention from educational researchers and may aid in the formulation of new concepts of a framework within which to conduct subsequent empirical studies (1973:7). Research on governance should involve field research rather than just large-scale attitude survey as is often the case (Kelly, 1973:7).

Griffiths (1959:34,36) concurred:

Rather than the experimental method, we should be using the observational approach of the physical sciences and of some of the social sciences . . . [because] all theory building starts with observations of some sort or other.

Such research designs are referred to either as exploratory studies, " . . . ones in which the primary purpose is to gain familiarity with some problem or to achieve new insights which can guide further research," or, as descriptive studies which " . . . define and portray the characteristics of the object of research or determine the frequency of occurrences and examine their interrelations Of course, some studies combine more than one purpose" (Scott in March, 1965:267).

In exploratory or descriptive research, the investigator attempts to collect as much information on as many aspects of the situation as possible. Field research may involve either sustained or transitory participation by the researcher in the situation under investigation. According to Scott (in March, 1965:267); sustained participation is more appropriate for exploratory-descriptive studies, whereas transitory participation methodology is more appropriate in studies for which the data requirements are carefully delimited.

It is also interesting to note that Scott preferred broad

definitions of field studies; they are not just in-depth studies of a single social structure. Field work includes sustained observation, transitory observation, and any means of gathering data including the analysis of documentary materials and other group products. Further, it may be inferred from Scott that the sole criterion for field methods is whether they are effective in achieving the purpose of the research. That is, being honest with respondents, and influencing a group or an organization are ethical or legal concerns; but they really do not, in themselves, affect the quality of field research (Scott in March, 1965).

In The Learning Tower, Warren Bennis (1973) described the search for a new president for the State University of New York at Buffalo, the internal dissent in that institution, and the processes of reform and change. The case study was conceived only after the events were complete, and was based on observations by Bennis from his perspective as Provost at the university.

The design problems of Bennis' study were, therefore, very similar to those of the present research.

Bennis commented on reflection as a legitimate process of inquiry for the social sciences. The approach grew from what he saw as a new role for the social scientist which combines full participation with analysis. As opposed to the traditional "participant-observer" method used by anthropologists and field sociologists, the method involves the researcher as an "observant-participant"; and as employed by Bennis, it relied heavily upon documentary data (Bennis, 1973).

Bennis (1973) and Perrow (1972) agreed that illustration can provide significant contributions to social science theory building.

Documentation

The primary data for the case study comprised documents and records which were in existence prior to the July, 1972 to June, 1973 research period and which were produced during the same period. Scott's broad definition for field studies, as was referred to above, includes consideration of four kinds of data sources in field research: documents and records, observations by a researcher, informant reports, and surveys of individual respondents.

Anthropological field researchers often narrow this to include only observations and interviews with individual respondents (Becker and Greer, 1958; Schatzman and Strauss, 1973; Poundmaker, 1966, for example.)

It should be emphasized that Scott (1965) was writing specifically about field methods in the study of organizations when he delineated these four kinds of data:

Organizations differ from many other collectivities in the extent to which they attempt to make explicit their aims and objectives, in the care with which they record their transactions, and in their use of records to control and evaluate the contributions of their members. Clearly one of the major advantages of doing research on formal organizations is the availability of such materials (Scott in March, 1965:284).

Scott also warned of the pitfall of using documents which " . . . cannot be understood out of the context of the situation in which they were produced" (1965:284). In the present study, as was already noted, the erstwhile role of the investigator as a senior executive officer in the college being studied, and as the author or joint author of many of the documents should ensure that this pitfall was avoided.

A summary of the types of documents and other data examined in the case study is provided below. In the description and analysis of

the case in subsequent chapters, extensive consideration has been given to background and concurrent events which constitute the context in which documents were produced and later studied:

Documents. These included general background documents such as college calendars, planning documents, reports, and statistical summaries produced by the college.

There were also documents on the background of the design project; these included statutes, correspondence, proceedings of the Commissioner's Inquiry, briefs presented at the Inquiry, newspaper clippings, and news releases.

Documents on the design project were news releases, college statements of goals, college philosophy, a statement of functions, and a description of the rationale for the project together with the official records of meetings of the task force that undertook the design project at the college.

Observations. "Non-systematic observation"* was used to supplement documentary data only where necessary--in presenting the case description as a narrative, or in presenting relevant contextual information about the case.

In the description of the case in subsequent chapters, the data were presented in various ways. Background information was presented as

*Scott (in March, 1965:286) concluded that this approach to gather data on incidents--a configuration of many properties of the same object in the same place at the same time--"is appropriate for a participant observer if his research does not involve hypotheses-testing." Observations were based on numerous personal conversations with administrators, faculty, staff, students, community persons, and government officials during the course of the researcher's incumbency as Executive Director; and on formal meetings attended.

the researcher's observations and recollections carefully documented by references to relevant records. In addition, major portions of the description of the design model and the new structure involved verbatim reports of entire documents. Finally, data contained in lengthy documents and of only minor relevance were presented in the form of excerpts abstracted by the researcher. Documents not presented in the text and not readily accessible were, where relevant, included as appendices.

Delimitations of the Study

The study was designed to examine the development of an organizational structure in one college within a unique set of circumstances. No attempt was made to generalize observations to other organizations solely on the basis of events at the college.

The study was not intended to be a comprehensive evaluation of the efficiency and effectiveness of the new organizational structure at Red Deer College, as compared to the old structure or as compared to alternatives. The analysis included consideration of alternative design techniques for the purpose of exploring approaches, rather than for evaluating the design process used in Red Deer College.

Further studies would be required (1) to develop research hypotheses, and (2) to test such hypotheses empirically. The present study was limited to exploration of various concepts of organizational structure and design, and their relations to general concepts of organizations. This type of explorations embraced both case observations and literature research, and was considered prerequisite to the constitution and the testing of hypotheses.

The delimitations of the case are described in the introduction to Chapter 2.

DEFINITIONS OF TERMS

To facilitate the reading of the report, definitions are presented in this chapter. In many instances, the concepts are developed more fully in Chapter 4.

Structure

This term was used interchangeably in the literature and the current study with "administrative structure", "organizational design", and "the design". In simplest terms, the organizational structure is ". . . the parts of an organization and how they relate with each other" (Newman, 1973:132). In this study, structure was considered as comprising two components:

Policy development structure. This component of overall structure of an organization brings information about environmental states, individual and social values into the processes of establishing goals and policies for the organization.

Implementation structure. This component of structure organizes resources and communications so that the orderly and efficient implementation of policies and related tasks may be achieved. This structure is often hierarchical and bureaucratic in nature.

Dual structure concept. In the present study, this term permitted convenient reference to the assumption that organizational structure comprises policy and implementation components.

Functions

In the design project of Red Deer College, "function" was refer-

red to as those activities necessary to occur in order for stated goals to be achieved. However, in the present study and the literature, "tasks" is used interchangeably with the term "functions."

Organization

As is consistent with an assumption made for this study, organizations were regarded as vehicles whereby people seek to attain shared goals which they cannot achieve as individuals.

For analytical purposes, organizations were viewed as open systems whose goals are significantly and continuously influenced by forces in the organization's environment, and in which both formal and informal relations among incumbants influence goal achievement.

The definition used by Red Deer College was that the college was an open system whose essential components were goal-directed tasks or "functions" (Appendix A).

Philosophy

The philosophy of an organization was defined by Red Deer College as a set of principles and beliefs in respect of the nature of men and the manner in which they ought to interact with one another. "Philosophy" was seen as delimiting the scope of acceptable incumbants, the scope of tolerable behavior in organizations, and the range of alternative "functions" by which the goals could be achieved.

Organizational Design as a Process

In this sense, organizational design is an approach to developing an administrative structure; "approach" implies a rationale, design personnel, strategies for planning and for implementing the change, and outcomes in the form of a description or a set of alternatives.

The context of the present report enables "organizational design" as a process to be distinguished from "an organizational design" in the descriptive sense.

The Concept of Organizational Roles

In role theory, organizations are seen as social systems in which people occupy interrelated positions. Any given position is the location of one individual or class of individuals within the social system. The way in which people act in these positions depends on how they believe they are expected to act, and on how others actually expect them to behave.

These positions are called "roles." The actual behavior of persons occupying roles depends on the two orders of expectations and also on the personalities of the individuals occupying the roles. Role expectations are on a continuum from permissive through preferential to mandatory; and they often include personal attributes as well as anticipated behavior (Lonsdale in Griffiths, 1964).

Katz and Kahn (1967:172) viewed organizations as systems of roles, and viewed organizational functions in terms of motivation to fulfill organizational roles. The interrelation of roles involves coordinated work flow and hence structure.

Policy

Organizational policies are generalizations about sanctioned organizational behavior. They are not simply official statements on some topic; nor are they actual behavior (Katz and Kahn, 1967:260-275).

There are three dimensions in which policy is distinguished from routine administration: (1) extent of generality, (2) extent to which

the entire organization is affected, and (3) the length of time during which the policy will remain in effect. Policies tend to be high on all three dimensions; routine, low.

Goal setting and establishing strategies for goal achievement are aspects of policy making by the above criteria; routine application of existing policies to on-going operations is policy implementation.

There is a need for policies to be interconsistent whether as goals or strategies. Thus they reflect a philosophy or a set of principles adopted by the organization.

In summary, a policy is defined as a goal directed, problem oriented, philosophically based guide to future discretionary action in the organization.

Policy Making

This is defined as a decision-making process by which policies are arrived at by members of organizations. The process is affected by the nature of the problem, the organizational context, the personality of the policy makers, and the cognitive limitations of the human beings involved.

Systems Approach

This general approach to understanding organizations begins from the assumption of interrelatedness of phenomena considered separately in other branches of organizational theory (Silverman, 1970:3).

The approach, further, takes into account the need for the system to adapt to forces in the environment in order to survive. Survival involves awareness of the environment and awareness of the results of alternative attempts by the system to adapt to the environment.

The rational systems approach views the organization as the unit of analysis and assumes the unit is fairly free to set its own goals. In addition, each individual's role in the achievement of goals is derived from the goals and is often accompanied by rules and procedures.

The social systems approach views the organization as a collectivity of small groups and individuals whose personal goals somehow combine as the organization's goals. This approach emphasizes the need to soften the dehumanizing effects of bureaucracy, and to leave properly motivated workers free to group into task forces which will solve organizational problems with an efficient matching of tasks and individual members' skills.

The open systems approach emphasizes that environmental pressures together with the interaction of these with internal structures are the determiners of organizational goals.

Technology

Technology comprises the tasks or functions at the technical level of an organization defined as a system having three levels. These levels, the institutional, managerial, and technical, are discussed further in Chapter 4. Technology is defined as the primary work flow which results in the product or service of the organization. Thompson (1967) and Young (1970) distinguished three types of technology.

A long linked technology is one whose production is dependent on products of another organization. Long linked technology involves serial interdependence in that there are definite stages of production which can occur only in a certain sequence. An example is an assembly

line. Long linked technologies are characterized by repetition of tasks and standardization of proportions of resources.

A mediating technology is a service which links two independent clients who wish to remain so. A bank has a mediating technology by which investors and borrowers are linked without necessarily being brought together. Again, standardization is important to ensure that a diversity of types of clients over time are treated fairly and equitably.

An intensive technology is a variety of processes and techniques by which the organization strives to change an object or a person. The selection, combinations, and sequence of application are determined by feedback from the object being changed. Schools and hospitals employ intensive technologies which treat persons. In the construction industry the trades required and the order in which they are applied depends on the nature of the object to be built and the climate and terrain of the site.

Scientific Management

For the purposes of this study the term scientific management subsumes the approach by which the employee was viewed as a machine responding to financial incentives, together with the other characteristics of bureaucracies: (1) the focus on staffing procedures and structure as means of handling employees; (2) the criterion of efficiency; (3) defining positions or roles according to jurisdiction and place in the hierarchy; (4) appointing experts to offices; (5) establishing rules for categories of activities; (6) categorizing cases and clients; and (7) motivating appropriate employee performance by means of salaries and opportunities for promotion up the hierarchy.

Humanistic Management

"The main thrust of the 'human relations movement' over the last 20 years has been toward 'power equalization,' that is toward a reduction of the power and status differential between supervisors and subordinates" (Behling and Schriesheim, 1976:215-16).

Power equalization through humanistic approaches to management is achieved mainly through participative management by which (1) employees are delegated responsibility to do tasks without intervention, (2) subordinates are consulted about decisions which will affect them or about which they have relevant data, and (3) subordinates together with superordinates arrive at decisions by means of consensus or a formal vote.

ASSUMPTIONS

Two major assumptions were made in the design of the present study and in the planning of the design project by Red Deer College.

1. Organizations have goals which are different from, but not necessarily inconsistent with the goals of individual members of the organization; these goals are capable of being stated by the organization, and in most instances are stated publicly.

2. Organizational structure comprises a policy development structure and a policy implementation structure. This assumption is subsequently incorporated into the proposition that the dual structure concept provides a basis for reconciling scientific management and humanistic approaches in organizational theory. Certain aspects of the analysis of the case were derived from this proposition.

A SUMMARY OF THE DESIGN PROJECT

The project and the conceptual framework in which it was planned and conducted comprise the substance of the case which is described in detail and analysed in subsequent chapters. For the purpose of introducing the objectives and nature of the study, a brief summary of the design model and the design project are presented in the present chapter.

The Model

The design project at Red Deer College was based on two assumptions: first, that consideration of goals and tasks necessary to achieve them should precede the arrangement of roles and positions on an administrative structure. Second, structure comprises two aspects, a policy development structure by which major decisions can be made in a participatory fashion---if appropriate, and an implementation structure which likely will be bureaucratic in nature and will facilitate routine tasks.

The establishment of goals, the formulation of roles, and the delineation of functions necessary for goal achievement were considered by the college to be constrained by environmental factors such as resources, demand for outputs, and social values.

The essential component of the model was a conceptual scheme for identification, classification, and allocation of functions (tasks) required for goal attainment. This framework, depicted in Figure 1, was a two dimensional classification system based on Parsons' (1960) tri-level social system, and the five functional subsystems of Katz and Kahn (1966).

The Process

Phases in the design process were essentially those of organizational development (Lawrence and Lorsch, 1969) or institutional renewal, except that any consultant's role was entirely institutionalized: (1) recognition of need, (2) diagnosis of present situation, (3) "grass roots" exploration and selection of alternative innovations, (4) testing and selection, and (5) implementation.

Superimposed upon these phases was the sequence within the model: (1) articulation of philosophy, (2) goal specification, (3) delineation and analysis of functions necessary for goal attainment, (4) allocation of functions to roles, (5) derivation of alternative configurations of roles and policy development structures.

LEVELS					
					Institutional
					Managerial
					Technical

Production Supportive Maintenance Adaptive Managerial

SUBSYSTEMS

Figure 1
Classification Grid for Goal-Directed
Functions in a Social System

ORGANIZATION OF THE REMAINDER OF THE STUDY

In Chapter 2, an overview of events prior to June, 1972 provides the historical context in which the case is described in Chapter 3, and analysed in Chapter 5.

Chapter 3 presents the documents and other data which comprise the case description.

Chapter 4 reviews literature pertinent to the development of the theoretical framework for the case analysis in Chapter 5.

Chapter 6 summarizes the findings of the study and discusses their implications for practice and for further research into the field of organizational design.

Chapter 2

THE HISTORICAL CONTEXT OF THE CASE STUDY

INTRODUCTION

The purposes of Chapter 2 were to distinguish the case proper from related historical, concurrent, and subsequent events which comprise the context of the case; and to describe the context in considerable detail. This context presented in Chapter 2 is considered essential for a thorough description of the case in Chapter 3 and the analysis of Chapter 5.

Chronology of Events and Delimitation of the Case

The case proper was distinguished from other events by three criteria. First, the case comprised only those events concerned directly with the development of a new organizational structure. Second, the case consisted of a subset of the events in the chronology of Figure 2, below. Third, the case excluded events prior to July, 1972 and subsequent to June, 1973.

Figure 2 presents in chronological order the major events leading to the case, those comprising the case, and events following the case proper. The items marked with asterisks comprise the case proper, whereas the other items in the figure summarize the historical context in which the case is described in Chapter 3. The period of the case proper was, thus, July, 1972 till June, 1973.

Whereas the case is described and analysed in detail in subsequent chapters, the present chapter focusses on the context of the case study and

September, 1964	Red Deer College is established and offers only university transfer courses.
December, 1972	Stewart (1965) notes that no diploma courses are added.
September, 1968	College moves to new campus and enrolls its first students in community college types of programs.
1969 -- 1971	Debate over university programs vs. community college programs escalates in the college and the community.
February, 1972	Debate climaxes; this and other conflicts are followed by faculty and student referenda of confidence in the senior administration of the college being defeated.
March, 1972	Minister of Advanced Education orders a public Inquiry.
May, 1972	Commission Byrne completes the Inquiry.
June, 1972	The Colleges Act is amended to provide for the appointment of an Administrator; Fast is named to preempt the Board.
** July, 1972	Administrator dissolves College's organizational structure.
** July, 1972	Administrator appoints Executive Director who is mandated to develop recommendations for a new organizational design.
** October, 1972	Executive Director establishes an Interim Chairmen's Council which Administrator mandates as a participant in the planning of the new organizational design for the college.
**November, 1972	Interim Chairmen's Council proposes a design procedure.
** January, 1973	Council adopts a theoretical basis for the new structure.
** March, 1973	Council recommends two alternative new structures.
** April, 1973	Administrator announces the nature of the new structure.
** April, 1973	Administrator announces the appointment of a new President.
** June, 1973	A new Board of Governors assumes official duties.
July, 1973	President assumes office; appointments of Administrator and Executive Director terminate.

**Items marked with asterisks are events in the case proper.

Figure 2

Chronology of Events Comprising the Case and its Context

is organized as outlined in the following paragraph.

Organization of the Chapter

Background and contextual information which is crucial to a description and an analysis of the case in subsequent chapters has been discussed as several major topics. These topics constitute the remainder of Chapter 2: the "history of the college" and "concurrent events in the province" prior to 1971; "conflicts" in the college and in the community; "a description of the college as of June 1972;" aspects of the "commissioner's inquiry" which were most relevant; and selected details concerning "the appointment of an Administrator" and his early decisions and actions--in particular, "the dissolution of the internal administrative structure of the college."

BACKGROUND TO THE CASE

History of the College to 1971

The Red Deer College began operations in September 1964 as Red Deer Junior College with an enrollment of 121 students taking university transfer courses through an affiliation agreement with the University of Alberta (Red Deer College, 1968).

Classes were conducted in a city high school until the 1968-69 academic year when a new modern campus was ready for occupancy.

Stewart (1965:28) commented on the slow transition of Red Deer College as a junior college to a community college offering two-year programs in addition to university transfer:

It is significant that Red Deer College, prior to 1966 had not sought to assume any responsibilities for other [than university] programs

In 1967 the calendar declared the Board's interest in other programs:

The Board is also vitally interested in instituting two-year diploma programs in areas such as social work, business administration, as well as others for which there exists a demonstrated demand . . . the first of such programs . . . will probably get under way in the 1967-68 session.

However, the first of these did not get underway until the 1968-69 session when approximately 300 university transfer students were joined by 30 first-year nursing and business administration students on the new campus.

By 1971-72, the enrolment had increased to more than 700 full time students of whom nearly 300 were engaged in studies in programs other than university transfer: arts and science diploma, business administration, nursing, secretarial science, social service, and academic upgrading. In addition, there were more than 100 part time students taking university courses and another 100 taking general interest courses in recreational and avocational areas.

Concurrent Events in the Province to 1971

In 1965, Dr. Andrew Stewart undertook the Special Study On Junior Colleges in order to consider the questions of future expansion of Junior Colleges and other higher education facilities, the role of Junior Colleges and procedures for forming, financing, and administering them, and the integration of private and church related junior colleges into the system of higher education (Stewart, 1965:7).

Stewart recommended that comprehensiveness be instituted in college level education, the concept of Junior Colleges as university preparatory institutions be abandoned, that regionally located and funded District Colleges be established under District Boards of Post-School Education which would work in close liaison with school boards and university boards but which would be separate and distinct boards, that district colleges arrange for transfer of some students from colleges to institutes of technology as well as universities.

Long (1972: 101,2) concluded from his analysis of the Stewart study (1965) that, although Dr. Stewart deplored the subserviant status of junior colleges and the tension between university transfer and other students in these colleges, he

. . . did not recommend that the district colleges be established as institutions offering only non-university courses [because a dual role] is important to the development of strong post-secondary institutions, particularly in Districts with relatively small numbers There are few centers in which the complete separation of university and non-university studies would not result in uneconomical duplication of facilities.

Long (1972: 102) also inferred that Stewart opposed the district colleges striving to become degree granting. Finally, Long (1972: 108) summarized Stewart's feelings on the role of Junior College by quoting from a speech Stewart made to the Canadian Association for Adult Education National Seminar in 1966:

No matter how hard an institution endeavors to effect a terminal occupational program, it is difficult to interest students [because of the] shocking consequences of sheer prestige in terms of the distortion of the activities of these institutions.

This was borne out by a concurring observation of the Dean of Lethbridge Junior College, who also attended the seminar.

Our college does have the dichotomy between arts and vocational training. For example our faculty wanted to set up . . . a system of associate and full professors (reported in Long, 1972:110).

Counter arguments to Stewart's proposal of including university transfer programs in colleges' roles were presented. For example, Long (1972:120) reported that Dr. Mowat suggested that " . . . wherever a college starts, community preoccupation is with university programs," and that

. . . since the non-university market is larger than the university market, I am not in sympathy with Dr. Stewart's idea that large portions of university enrolments . . . be diverted simply because their numbers would be a significant factor in contributing to the success of the district institutions.

Nevertheless, subsequent legislation establishing a Board of Post-Secondary Education (Alberta, 1967) and, subsequently the Alberta Colleges Commission (Alberta, 1969), indicated that the evolving consensus favored a comprehensive role for colleges which should include university transfer programs with diploma programs, at least where there was no university in close proximity to a college.

A Growing Conflict Within the College and the Community

The above debate in the province over the role of colleges in university transfer and diploma programs was being echoed in the Red Deer Community.

At a college staff retreat, the Red Deer City Commissioner assessed the impact of the college on the community.

I believe that the existence of the college has materially reduced the cost of the first two years of university for those

who . . . would otherwise have to live in residence in Calgary, Edmonton, and elsewhere

He believed that the presence of the college encouraged more high school graduates to enter post-secondary education. He praised the adult education aspect, and acknowledged the economic benefit generated.

The College has brought the City status. Not as much as a University, but nevertheless a definite sense of pride . . . (Red Deer College 1971b).

He acknowledged that he was unfamiliar with the philosophy of the college, and that Red Deer was a small city struggling to survive economically. He concluded the college's role was to play a part in " . . . moving us toward the 'better' society".

A brief submitted to the Worth Commission on Educational Planning by the citizens of Red Deer and District (1970:1) urged decentralization of higher training and argued that Alberta's third university should have been created in Red Deer rather than Lethbridge: "Red Deer is almost as large, and is better located."

The Mayor and the President of the Chamber of Commerce in a December 1969 letter to the Minister of Education (Red Deer P.S.B., 1970) indicated unanimous support of the City and, significantly, Red Deer College, the Public School Board, the Chamber of Commerce, for the establishment of a university in Red Deer.

In the Report of the Red Deer College Inquiry (1972:44), Commissioner T.C. Byrne concluded that the College had been "so intent on developing the university transfer program that it has failed to expand the career programs significantly." He added that the latter services are inadequate compared to those in other colleges, but attributed this, in part, to the socio-economy of the Region (1972:47).

The Red Deer community is predominantly white, Anglo-Saxon and Protestant. Family income is high, little or no poverty exists, the middle and upper middle classes constitute the majority. The economy of the region is based almost entirely on substantial farming operations . . . [and therefore] . . . students are generally more interested in continuing general studies or in . . . the professions.

The other side of the debate was also referred to by Byrne (1972:45).

The briefs from the staff concerned with academic upgrading and the staff employed in nursing education indicated the strength that could be added to the college faculty through . . . career programs.

One of Byrne's conclusions (1972:45) was that career programming would " . . . in all probability be the expanding frontier for college development."

A most interesting document proclaiming this side of the debate was the City of Red Deer submission (Alberta, 1972b) to the Inquiry. This document is in sharp contrast with those of 1970 and 1971 which were referred to above. The 1972 submission argued that

. . . the first and second year transfer courses in Arts, Science and Education will not by themselves in the foreseeable future, as far as we can see, make Red Deer College a sufficiently large institution to justify its independent existence.

The addition of Manpower courses, adult courses, [pre-employment programs], evening credit courses is essential to increase enrolment. Not only that, but the people of Central Alberta have a right to educational opportunities such as . . . are freely available to citizens in larger centers.

Implications of the Pre-1972 Conflicts

It seems clear from the documentation of the early history of the College that the conflicting beliefs and aspirations of community and college people, together with the debate at the provincial government level concerning the relative advantages of university transfer programs

as opposed to career programs being offered at Red Deer College, contributed to the conflicts that festered and finally erupted within the College in 1972.

A Description of the College as of June, 1972*

The College is located on the southwest outskirts of the small western Canadian city of Red Deer. The facilities included classrooms, laboratories, a library, a gymnasium, a temporary bookstore, lounges and dining facilities. A building program in 1972 added residence facilities, cafeteria and food services space, extensive library additions, a second gymnasium, additional science laboratories, a permanent bookstore, a Fine Arts center, and spaces for various other ancillary services.

The College offered the majority of its program of studies during regular day session from September through April. Credit courses and non-credit courses or "interest" courses were also offered in an evening session. As well, the College offered a few credit courses during a summer session running from July through mid-August. "The academic year and sessions thereof followed the patterns of the University of Alberta" (Byrne, 1972:6).

During the 1971-72 regular day and evening sessions, Red Deer College had a full time equivalent student enrolment of approximately 800. However, many more than 800 individuals attended courses at the College. Students attending evening interest courses, for example, did not qualify for grant purposes and were not included in the full time equivalent count.

* The description in this section is adapted from Byrne (1972:5-9).

The College employed an academic staff of approximately 75 persons most of whom had at least a Master's degree or the equivalent thereof, and at least one degree at an Alberta university. Because the College was predominantly a teaching institution, members of the faculty were relieved of the burden of research that usually accompanies faculty status at a university.

Programs of studies at the College fell into the four broad categories: University Transfer Programs, Diploma Programs, Continuing Education Programs and the Academic Upgrading Programs (which included Priority Employment Training Programs).

As the name implies, University Transfer Programs were those requiring full matriculation on entrance and were designed as precursors to further study at university in a wide spectrum of faculties and schools such as agriculture, arts, science, education, engineering, law, the health sciences, business administration and commerce. University Transfer Programs were "locked-stepped" with corresponding programs at the University of Alberta. Notwithstanding the fact the tuition fees at Red Deer College were substantially less than for equivalent programs at a university, the College experienced difficulty in retaining the majority of its first-year graduates in the second year of university transfer programs.

Diploma Programs in business administration, nursing (leading to the Registered Nurse qualification), social service, and secretarial science were also offered at the College. These programs did not ordinarily presuppose further study and led directly to employment

positions. Although the Diploma and Certificate Programs had entrance requirements, these were generally less rigorous than those for the University Transfer Programs.

The Academic Upgrading Programs were those that had as their objective the upgrading of the levels of academic competency of adults. Upgrading was often a prelude to some specific vocational or technical programs, or possibly college or university programs. There were no formal qualifications for admission to the Academic Upgrading Program although applicants were carefully screened and commenced their studies at a level consistent with their abilities. The majority of Academic Upgrading Program students were sponsored and financially assisted by the Manpower Department.

Continuing Education Programs were those generally having no prerequisites beyond an interest in the particular course being offered and the payment of fees. "Interest" courses such as Oral French, Ceramics and Defensive Driving fell within the field of continuing education. Administratively, however, credit courses offered in evening session came within the authority of the Department of Continuing Education although in kind these courses were identical with university transfer courses.

The College was governed by the provisions of The Colleges Act of 1969. As a consequence, it had a Board of Governors consisting of the president, five appointees of the Lieutenant Governor in Council, a student nominated by the Student Association and a faculty member nominated by the Faculty Association. The Board of Governors had responsibility for the policies governing the organization, the administration, operation

and courses of instruction of the College. The Board was also required to negotiate and conclude an agreement with the Academic Staff Association on matters relating generally to faculty, conditions of employment, salaries and welfare.

The Colleges Act provided for an "academic council" but left the determination of its composition and function to negotiation between the Board, the Faculty Association and the Students' Council. The College Council at Red Deer College was governed by a negotiated constitution.

Although the College was an autonomous, post-secondary institution, its autonomy was in fact circumscribed by its relationship to the Colleges Commission and the University of Alberta.

The Colleges Commission was the agency through which the College received government funding. Until 1970-71, the College projected an enrolment and budgeted on the basis of that projection, but received funds from the Colleges Commission on the basis of the actual number of students enrolled rather than the projections which were done in advance of the College's fiscal year. The Colleges Commission also had regulatory and proscriptive authority in respect of the expansion of facilities and program as well as advisory and consultative responsibility towards the College.

Although no affiliation agreement was ever signed between the College and the University of Alberta, a draft agreement still existed in 1972, and the College acted as though it were governed by the agreement especially in the matter of the qualifications of instruction staff for university transfer courses. The College generally tried to ensure that instructors in first-year University Transfer Programs had at least a

Master's degree and those in second year courses had at least established Ph.D. Candidacy. In this way, the College felt that it was ensuring the transferability of its courses to the University of Alberta.

Administratively, the College was structured very much like a university. In addition to the President and Vice-President, there were a Bursar, and Assistant Bursar, a Registrar, an assistant to the Registrar, and a Chairman of the Department of Student Services. The chairmen of the Departments of Arts and Education, Science, and Career Programs at the College performed functions similar to those of deans at a traditional university; and coordinators or section chairman of individual career programs had responsibilities similar to those of department heads in a university. The College also had a Director of Continuing Education and a staff member in charge of the data centre, both positions usually having counterparts in the organization of a university.

Events Leading to a Commissioner's Inquiry

The history and situation described above culminated in the events which comprise the most crucial background to this study: a series of conflicts during the 1971-72 academic year within the college and within the Red Deer community developed to such an extent that the government of Alberta appointed a Commissioner to conduct a hearing and consequently to formulate recommendations to government with respect to overcoming the crisis. As a result of the Commissioner's recommendations, the Lieutenant Governor in Council in June, 1972 appointed an Administrator who would act in place of the Board of Governors and its chief executive officer for a one year period during which the Administrator would endeavor to return the college to normal operations and set a

course for its development in accordance with the aims set down by the Colleges Act. The recommendations of the Commissioner will be examined later; however, one of these was that a new administrative structure for the College be developed.

The events leading up to the Commissioner's Inquiry and the subsequent appointment of an administrator are presented and discussed in more detail in the following paragraphs.

By January, 1972 the climate of the college had deteriorated to the extent that it seemed doubtful that the institution would survive (Fast, 1974:2).

On February 4, 1972, the Faculty Association of Red Deer College defeated four motions expressing confidence in the senior administrators (Fast, 1974:3).

On February 7, 1972, the President of the Students' Association demanded the immediate resignation of the President and the Vice-President because of ". . . the overwhelming vote of non-confidence of February 4, 1972" (Alberta, 1972d:377).

The College Council, a statutory policy advisory body representative of the Board, the faculty association, and the students association, on February 8, 1972 defeated a motion of confidence which was moved ". . . in light of [council] experience and in light of recent votes of students and faculty, . . ." (Red Deer College, 1972a).

The Chairman of the Alberta College Commission and the Honorable Minister of Advanced Education were apprised of the three referenda, and the Board of Governors requested the Lieutenant-Governor-in-Council to convene an inquiry, as provided for by the Public Enquiries Act, into the problems being encountered by the College.

However, on February 14, the Minister requested that the Board, the students, and the faculty attempt to resolve their differences among themselves since he was not prepared to recommend an investigation into the affairs of an autonomous, independent college within the Alberta educational community in Alberta (1972b).

The Minister and the Alberta Colleges Commission Chairman met several times with all factions within the College and " . . . it became evident very quickly that there would not be any reconciliation among the groups" (Fast 1974:3).

Thus, in March, 1972, the Honorable Minister of Advanced Education announced the Government's intention to establish a public inquiry into the affairs of Red Deer College.

On March 21, 1972, Orders-in-Council 427/72 and 428/72 enabling the Red Deer College Inquiry were approved and ordered by the Executive Council; and Dr. T. C. Byrne . . . was named as a one-man commission (Fast, 1974:3).

Findings of the Commissioner's Inquiry

As was documented earlier in this chapter, one faction in the Red Deer community and in the College wanted the College's status to be "elevated" to that of a university; another group recognized the advantages of the institution offering career programs, particularly in view of Red Deer's proximity to both Calgary and Edmonton. Ideally, there should not have been a conflict since the College had been charged by the Public Colleges Act of 1969 to provide both career and university transfer programs.

What stands out prominently between the period from May 15, 1971 to the start of the Inquiry [April, 1972] is the polarization within the College At one extreme [is] the College Board [except for the student and faculty representatives] and, . . . the President and Vice-President.

The other role is occupied by the remaining sectors . . . : the Faculty Association . . . , counsellors; . . . non-academic or clerical support staff . . . , and the Students' Association (Byrne, 1972:31-3).

Byrne also concluded from his study of the briefs presented during the Red Deer College Inquiry that five factors--particularly during the year preceding the Inquiry--had contributed to this polarization:

The financial issue. Enrolments for 1971-72 falling short of projection, resulted in a reduction of \$250,000 in grants from the Provincial Government. The administration elected to consolidate courses, or withdraw courses with low enrolments (Byrne 1972:37). "Quite understandably faculty members [were] alarmed at these restrictions [and believed] that the administrative staff had placed the full burden of retrenchment on instruction rather than on administration" (Byrne, 1972:38).

Style of the President's leadership. The Commissioner concluded that the President adopted an authoritarian mode for effecting a number of decisions which had proved unpopular: the reduction of instructional costs, the appointment of a vice-president, and withholding enrolment data. The President's personal behavior in the performance of his role was documented as often uncivil, impatient, and uncollegial (Byrne, 1972:42).

Administrative structure. "That the structure models that of universities of up to four times the size of the college" (Byrne, 1972: 44, 49-50) contributed to the conflict in several ways: (1) it tended to support the conclusion that a university was favored in some quarters

over a community college; (2) it helped explain the faculty's concern for economies having been made by reductions in instruction when an alternative or supplementary measure could have been taken in administration, (3) and, it tended to maintain a status quo of very slow development of non-university programs.

The conclusion that Red Deer College had a centralized administrative structure which contributed to a variety of conflicts is borne out by Newberry, (1970:6) and, Day (1971).

Communications. Commissioner Byrne contended that communication is intended to assure the functioning of the interrelationships among the parts of a college if its objectives are to be achieved. If the flow of information among the parts ceases, if misunderstanding develops, and if, as a result, hostility is created, the system becomes counter-productive (1972:33).

However, Byrne did not conclude that opportunities and mechanisms for communication did not exist; but simply that " . . . emotional readiness to accept messages [was reduced and] . . . communication was impossible between persons or groups who no longer trusted each other" (1972:34).

Ambivalence on collegiality and collective bargaining. On the one hand, faculty expressed growing interest in financial decision-making and in other matters affecting the practice of their profession; they would have preferred decisions arrived at through consensus to those imposed by superordinates. "On the other hand, faculty associations in the Colleges and elsewhere are using collective bargaining procedures to a much greater degree than their counterparts in universities"

(Byrne, 1972:23).

A Summary of the 14 Recommendations From the Commissioner's Inquiry.

(Byrne 1972:70-73) recommended to the Minister of Advanced Education that:

1. For at least a year, the affairs of the College be placed in the hands of an Administrator. For this period, the Administrator should be given all the powers granted to a college board under The Colleges Act of 1969.

2. The Administrator acts as President of the College as well during his term of office making the present position of president redundant.

3. Appropriate legislation making possible the appointment of an Administrator for Red Deer College be enacted.

4. One term of reference in the Administrator's appointment be the task of advising the Minister of Advanced Education on the type of government for Red Deer College following his (the Administrator's) term of office.

5. Legislation be enacted to facilitate the establishment of different governing structures for Red Deer College if these are deemed desirable.

He recommended for the consideration of the Administrator that:

6. A Dean of University Studies and a Dean of Programs with duties as outlined in the Report be appointed very early in his term of office.

7. The Administrator declare the position of vice-president redundant as soon as he deems it convenient.

8. The Administrator declare the position of Director of Continuing Education redundant and that duties of this office be divided between the Dean of University Studies and the Dean of Programs.

9. The Administrator immediately on his appointment explore with the parties concerned the termination of all contracts of positions declared redundant on a just and equitable basis.

10. The administrator shortly after his appointment establish a search and selection committee for a president to assume office with the restoration of college self-government. The criteria for selection should be determined by the views of the reconstituted Academic Council on the direction to be taken in government.

11. The Administrator should explore the possibilities of instituting procedures of program identification and accounting with a view to following the practices of open budgeting.

12. He recommended to the Minister and to the Administrator that negotiations implemented by the present College Board and the Faculty Association for the years 1972-1974 should be carried

on by the Faculty Association and the Administrator.

13. Study should be made and proposals developed for the consideration of government on bargaining procedures to be followed by Red Deer College consistent with proposed experiments in college government.

Finally, the Commissioner recommended that:

14. The Minister of Advanced Education express the appreciation of government for the public service which the present Red Deer College Board has rendered to the College, the Red Deer community and the Province.

Then, on June 2, the Legislative Assembly, acting in response to the recommendations of Byrne, amended the Public Colleges Act to provide for the appointment of an Administrator to assume the duties and responsibility of the Board of Governors, as are prescribed in the same Act.

The amendments also provide for the terms of office of Board members to be terminated, and for removal of the President as a member of the Board of Governors. If there is not a president, the duties and powers of the office of president are performed by the Administrator during the period of the Administrator's appointment (Alberta, 1972a):

.

- 7. (1) Where in his opinion it is in the public interest to do so the Lieutenant Governor in Council may appoint an administrator for any public college.
- (2) The administrator shall be paid such remuneration and expenses as the Minister may prescribe and the payment shall be made out of the funds of the college board of the college in respect of which the administrator was appointed.
- (3) The administrator shall hold office for one year from the effective date of his appointment unless a resolution to extend his appointment is passed by the Legislative Assembly.
- (4) The Lieutenant Governor in Council may terminate the appointment of an administrator at any time, whether or not a resolution has been passed by the Legislative Assembly to extend the administrator's appointment.

8. (1) Upon the appointment of an administrator for a public college, the term of office of the members of the College board

appointed pursuant to section 32 of "The Colleges Act" terminates.

(2) During the period of the administrator's appointment, the president is not a member of the college board.

(3) During the period of his appointment, the administrator of a public college

(a) is the sole member of the college board and, in the name of the college board

(i) may exercise the powers and authority of the college board, and

(ii) shall perform the duties and obligations of the college board,

and

(b) shall, notwithstanding section 45 of "The Colleges Act", where the office of president of the public college is or becomes vacant, exercise and perform the powers, duties and functions of the president.

(4) During the period of the administrator's appointment and with respect of the public college for which he was appointed, a reference in "The Colleges Act" the regulations thereunder or any other document to

(a) the chairman of the college board, shall be read as a reference to the administrator, and

(b) the president of the public college, shall, where the office of the president is vacant, be read as a reference to the administrator.

(5) During the period of the administrator's appointment, the operation of sections 32 and 34 of "The Colleges Act" is suspended with respect to the public college for which the administrator is appointed.

Appointment of an Administrator

On June 6, 1972 R. G. Fast was appointed Administrator of Red Deer College by Order in Council 882/72.

A complete report of the events during the term of the Administration is available (Fast, 1974); however, for the purpose of this present study, the following events and situations are relevant to the historical context which is the subject of this chapter.

The Administrator studied the Byrne recommendations and held dozens of lengthy discussions with faculty members, students, former Board members, and members of the administrative staff. He also reviewed constitutions, minutes and correspondence on file at the College.

As a result, he concluded that in addition to the problems for which Byrne primarily blamed the Board and senior administrators, there were other sources of conflict in the College.

. . . In order to alleviate the more serious sources and forms of conflict there would have to be personnel changes in the faculty as well as in the administration (Fast, 1974:13).

A very significant aspect of the climate of the College during the Administrator's term can be seen in the following dilemma: he believed that the personnel changes referred to above were crucial to conflict resolution, and that resolution of the fiscal problems of the college also relied partly on cutting back services and on reducing the total number of personnel in the College; how was the Administrator to effect these personnel changes and at the same time establish a climate which would alleviate the other problems: the lack of a common philosophy, the polarization of groups in the college, poor communications, closed budgeting and policy development, and weak interaction between the College and the community? The dilemma can be summarized by the Administrator's observation at the time of his arrival at the College on June 12, 1972.

While on the one hand there appeared to be relief inasmuch as [the arrival] signified the demise of an unhappy year and the beginning of a new era, this sense of relief was accompanied by a great deal of anxiety relating to the actions which might arise from the Administrator's decisions (Fast, 1974:10).

The details of programs and courses to be offered had to be settled before September. The Administrator adopted regulations regarding the numbers and types of options available with programs, and regarding minimum enrolments necessary for each. Although such regulations had been the source of earlier conflicts, fiscal constraints and the extent to which a small college ought to offer optional courses

were the bases on which the number of course sections and the number of full time faculty members could be reduced from 63 to 55 with a concurrent increase in average teaching loads from twelve hours per week to thirteen and one-half hours per week. These economies were achieved without a substantial reduction in the range of discrete courses offered. Overall, 123 administrators, faculty members, and support staff were reduced in number to 104 (Fast, 1974:19).

Dissolution of the Old Administrative Structure

On July 13, the Administrator made the following news release (Fast, 1972, July 13a):

Release Time: 10:00 A.M.

July 13, 1972

INTERIM ADMINISTRATIVE STRUCTURE FOR RED DEER COLLEGE BACKGROUND

During the past few weeks I have had the opportunity of re-viewing the administrative structure within the Red Deer College. In addition to my own analysis of the Byrne Report, a review of most of the briefs present to the public inquiry, and general observation of the institution as a social system; I have briefly discussed the matter of organizational structure with some members of the students' executive, several faculty members, most of the department chairmen, and the administrators of the institution.

My observations and discussions have led me to reach the following conclusions regarding the internal operation of the College during the past year.

1. That various individuals and groups who worked and studied together in the Red Deer College last year did not always do so in an atmosphere of friendship, mutual trust and confidence. In addition to personality conflicts, some serious structural problems contributed to this rather unhealthy situation.
2. A number of job descriptions of people at all levels within the College were either so vague that they led to frustration or so inflexible that they left little room for freedom or creativity.
3. There was some indication that in certain instances several senior people altered job descriptions of subordinates

frequently enough to cause frustration, concern and anxiety.

4. Both the vertical rather than horizontal administrative structure, and the unusually large number of committees for an institution of this size have in the past led to a breakdown in precise, accurate and open communication of ideas and decisions.

5. These situations in the past, I believe, seriously hampered the decision-making processes in the College and contributed to unnecessary delays of decisions which should have assisted in the healthy growth and development of programs and services in the institution.

6. Within this framework it was almost impossible for students, faculty and administrators to work together harmoniously towards the goals and objectives of the College.

TOWARDS A NEW STRUCTURE

I would like to think of the situation as I have described it to this point as being history, however, after careful study I have decided that the College will of necessity have to develop an entirely new structure for internal governance. I believe also that it will take several months of study and deliberation in order to determine what type of internal structure might be considered ideal for the Red Deer College. While the mechanics and procedures for this major review of the structure have not yet been established, I want to assure those assembled here that it will include representation and participation by students, faculty, administrative and community groups.

AN INTERIM SOLUTION

However, in order to assure the people of this province that Red Deer College is an excellent post-secondary educational institution with program of high quality, it will be necessary to make some major changes on an interim basis which will alleviate the kinds of problems that have existed in the past. These major changes will include the following:

1. For at least two months, and until such time as it is deemed desirable by the administrator, the entire administrative structure of the Red Deer College is dissolved.

2. In addition to the dissolution of the structure as established by the former Board of Governors of the College, I wish to give notice that effective immediately, all formal committees within the College are dissolved. (This does not include community and program advisory committees nor any associations concerned with the welfare of the constituent groups.)

3. In order to facilitate and improve both communication

and decision making in the College during this interim period, those department and section offices currently in existence will remain temporarily in existence and those persons who are currently department chairmen and section chairmen will remain in their posts in an acting capacity unless otherwise advised by the administrator. The same situation applies to all administrators.

4. During this interim period a flat rather than tall administrative structure will be adopted - that is, the three department chairmen along with the bursar, the chief librarian and the chairmen of student services and continuing education will be directly responsible to the administrator and will report directly to him.

5. Each of the department heads will discuss those issues that pertain specifically to his department, with the administrator. It is believed that this will greatly improve the accuracy of the flow of information from one individual or group to another.

6. These seven people together with the faculty association president and the president of the students' association may eventually form an administrative cabinet responsible to the administrator for advising on major policy decisions which affect the College as a whole. The administrator, however, will throughout the interim period maintain the right to make the final decision on most matters.

7. Three high priority items for consideration by the ad hoc administrative cabinet shall include:

- (i) Reassurance to the people of Alberta of the excellent programs and quality instruction available at the College through an active promotional campaign.
- (ii) Preparation of the 1972-73 operating budget.
- (iii) The establishment of mechanics and procedures for the study and development of a new governance structure for the College.

Other items will be added to the agenda as needed.

CONCLUSION

I believe that the changes which have been outlined and became effective immediately will have the following advantages for the Red Deer College.

- (i) Improved communication through a flow of accurate, straightforward information.
- (ii) Firm decisions which are made in the best interests

(iii) A new era of mutual trust and confidence as individuals and groups strive together to attain the goals and objectives of the College.

(iv) A guarantee of excellence in programs and instruction at a reasonable cost to the taxpayer of Alberta.

If I did not sincerely believe that the steps which I have taken to date were essential I would not be in Red Deer.

R. G. Fast,

Additional details on the interim administrative structure (#3 of the news release) were furnished in a July 17, 1972 memorandum to the Executive Director, Department Chairman, Section and Program Chairmen, and Senior Instructors:

INTER-DEPARTMENTAL CORRESPONDENCE

To: Department Chairmen,
Section Chairmen,
Program Chairmen,
Senior Instructors.

Date: July 17, 1972

From: R. G. Fast

Re: My Announcement to Faculty on July 13th entitled Interim Administrative Structure for Red Deer College.

You should be aware of the following decisions which I announced at that time:

1. The entire administrative structure was dissolved temporarily
2. The following department Chairmen are re-appointed in an acting capacity:

Department of Sciences	Mr. Robert Bennett
Department of Arts	Dr. Don Watkins
Department of Careers	Mr. Don Snow
Department of Continuing Education	Dr. Colin McCaffrey

3. The following section chairmen were re-appointed in an acting capacity:

Executive Director of Institutional Development to the interim administrative structure of the Red Deer College. I have invited Mr. Neil Clarke of the University of Alberta to work with me in this capacity, and am pleased to report that he accepted, and started work on Monday of this week.

Mr. Clarke will be responsible directly to me and as is suggested in the title of his office, he will be involved in the entire review of programs, interrelationships and structures within the College. He will also play an important role in the total restructuring of the institution over the next several months.

Shortly after my appointment as administrator and especially since I became aware of the impending resignations of the president and vice-president I realized that it would be impossible for one person to carry on the work of a board and two senior executive officers in addition to the restructuring work that will be carried out. Therefore, I asked Mr. Clarke to assist me in this very important task.

Because of the rather urgent need at this time to finalize decisions on programs and staffing in the College one of Mr. Clarke's immediate major duties will be to undertake an investigation of this entire areas and to make the necessary recommendations to me in this regard. Specifically, he will be reviewing with department and section chairmen the courses to be offered, faculty workloads, and teaching assignments. Among the factors I have asked him to consider are the length of school day, an extension of faculty workloads, the possibility of some sessional appointments, and several alternatives as they might affect the faculty if projected enrolments are not met. I suggest therefore that it is not only desirable but absolutely necessary that Mr. Clarke receive your full cooperation and support.

Mr. Clarke will also assist greatly in the development of a new structure for the College. Certainly, his academic background and experience will be very valuable in this regard. The last few years of his academic career have been devoted to a study of the administration of higher education institutions. In addition to having served as a planning officer with the Alberta Colleges Commission several years ago, Mr. Clarke has been actively involved in planning and program research in the community college field. One study for which he is widely known in Canada is the research project which he conducted on students' needs, expectations and involvement in the two-year Colleges in Alberta.

Mr. Clarke is a very capable administrator, planner, and researcher who is dedicated to the community college philosophy. I am confident that during the next few months his contribution to the development of a new image and a new era for the Red Deer College will indeed be a valuable one, and one which we will come to appreciate over time.

CONCLUSION

A recurring theme in the above early news releases by the Administrator was the need for the development of a new organizational structure for the college. It has not been established to this point in the report of the present study the extent to which the same need was perceived by other groups within the college. This topic is pursued further in Chapter 3 as one of the first subjects of the case study.

Chapter 3

THE DESCRIPTION OF THE CASE

INTRODUCTION

The primary events in the development of a new administrative structure were the identification of the need within the college to develop a new structure, the emergence of an internal, interim structure to undertake the task in consultation with the Administrator and other groups, and the designing of the new structure, which was subsequently approved for implementation.

The preceding chapter has described the background to these events which are considered in the present chapter.

More precisely, the purpose of Chapter 3 was to respond to research problem number 1, as stated in the first chapter:

1. to describe an actual organizational design which incorporated the dual structure concept; the description focused on:

- (1) historical events leading to the undertaking of the project,
- (2) the establishment of the project,
- (3) the structure and procedures of the project,
- (4) the organizational structure outcomes of the project.

To the greatest possible extent, Chapter 3 describes each

of the above four aspects individually; thus, the remainder of the chapter is divided into four major sections.

When appropriate, descriptions involve the verbatim presentation of documents which were pertinent, or which constituted the aspect under consideration.

ESTABLISHMENT OF THE DESIGN PROJECT

The Administrator's early decisions and announcements manifested his acknowledgement of the need for a new administrative structure to be developed through an orderly, consultative process.

In summary, the Administrator expressed:

1. that "an entirely new structure for internal governance . . ." was a necessity (Fast, 1972, July 13a).
2. ". . . it will take several months of study and deliberation . . . to determine what type of internal structure might be considered ideal for Red Deer College" (ibid.)
3. ". . . three high priority items for consideration . . . include the establishment of mechanisms and procedures for the study of a new governance structure for the College" (ibid.)
4. "[the Executive Director]. . . will be . . . involved in the entire review of programs, interrelationships, and structures within the College. He will also play an important role in the restructuring of the institution over the next several months" (Fast, 1972, July 13b).

Thus, one of the highest priority tasks of the Administrator was the implementation of recommendation 4 of the Commissioner Byrne's Inquiry, " . . . the task of advising the Minister . . . on the type of government for Red Deer College following the Administrator's term of office" (Byrne, 1972:70); a major responsibility for the task was delegated to the Executive Director.

* These July 13 and the July 17, 1972 communications are reproduced in full on pp. 48-54.

A more perverse kind of evidence that there was a perceived need for a new administrative structure to be developed is manifested in another section of Fast's (July 13a, 1972) news release:*

. . . until such time as deemed desirable by the Administrator, the entire administrative structure of Red Deer College [and] . . . all formal committees . . . are dissolved.

That is, there was a need for a new structure simply because as of July 13, 1972 there was no structure except for an interim one alluded to in a supplementary communiqué issued on July 17.

More significantly, however, an Interim Chairmen's Council, which evolved as much by accident as by design, recorded minutes on several occasions from which the need for an internal administrative structure can be inferred. For example, the Science Department in a memorandum recorded in the November 16, 1972 meeting report of the Interim Chairmen's Council expressed concern that a new administrative structure not be ". . . too top heavy, as in the past." The report of the same meeting also included a proposal for the structuring of academic departments; this proposal was initiated from the faculty members independently from the Administrator and the Executive Director. The report of the same meeting also reported that

. . . the next phase [in developing a new structure] should be describing . . . the essential functions of the college and translating these into job descriptions

A November 14, 1972 memorandum from the three acting chairmen of the academic departments to the Executive Director pointedly inquired whether any discussions regarding the roles of a new Board and new President for the college were taking place "at other

* See page 48, above.

levels." The implication was clearly that the chairmen were concerned that they and others in the college might be overlooked in these decisions.

The November 23, 1972 meeting discussed the above concern of the chairmen, and recorded in the official report of the meeting that the chairmen's council had decided to " . . . consider procedures for proposing and finalizing the structure [of the college] possibly at a long meeting December 19, and/or 20, 1972."

On December 5, 1972, the Interim Chairmen's Council (I.C.C.) tabled a position paper which dealt with the role of a new president and with the need to commence a systematic recruitment in the very near future.

The significance of these data is confirmed by the researcher's recollection that there was a considerable level of interest and concern expressed in respect of the need for a new administrative structure to be developed, and for this to be done in close consultation with students, faculty, and mid-level administration. Finally, The Commissioner's Inquiry drew out testimony which suggested that the fall of 1972 concern over the development of a new administrative structure had some of its foundations as far back as May and June of 1971 when the former president and the former vice-president were hired. In their March 27, 1972 written submission to Commissioner Byrne, the students' association alleged (with supporting documents, pp 1-7) that, in effect, there had been limited, unsatisfactory consultation, and perhaps some undue deviousness in the manner in which these incumbants were hired, and in the decision to establish an academic vice-presidency since no such position was designated in the organization chart referred to in the students' submission (Alberta, 1972d:149).

THE INTERNAL, INTERIM STRUCTURE WHICH
UNDERTOOK THE DESIGN PROJECT

The July 13 and July 17, 1972 news releases referred to above* suggested the formation of an interim administrative cabinet responsible to the Administrator and advisory to him on major policy decisions.

However, this cabinet functioned primarily in an ad hoc manner as far as the Administrator was concerned. The Executive Director convened meetings of essentially the same group to consider college matters and to make recommendations to the Administrator on questions of policy; the former department chairmen, whose incumbencies were redesigned as acting chairmanships, together with the Executive Director and, later, representatives from the Faculty Association and the Students' Association comprised a group that became known as the Interim Chairmen's Council (I.C.C.).

Technically, this council was an ad hoc organization; in practice, it met regularly and considered itself -- within the constraints of Board (Administrator) policy to be the central decision-making body in the college until such time that the new administrative structure was implemented.

Near the end of October, 1972, I.C.C. representatives carried to their constituents a proposal for the membership and the terms of reference of their council; every constituent group approved the proposal. In October, 1972, the Administrator approved the membership and terms of reference of the I.C.C. (Red Deer College, 1972c, October 26):

*Presented verbatim on pages 48 to 54.

Membership of Chairmen's Meeting. This group will be enlarged to comprise: Executive Director, four Departmental Chairmen, Bursar, Registrar, President of Faculty Association, Students' Council President and one other member of the students' Council. The group will be called the Interim Chairmen's Council and will be the central decision-making body of the college until a new governance structure is proclaimed. The Council will be a consensus organization. (All ten members must agree on all issues whether at first proposal stage, final recommendation stage, or final approval stage. The conduct of meetings is not governed by parliamentary rules of order, but under assumptions of collegiality. The way in which Council members are responsible to their constituent groups is determined and enforced within and by each reference group under the broader constraints of board policy and provincial legislation. The underlying assumptions referred to are that man is rational; man is committed to humanity and the improvement of society; and at the same time each person is committed to his own self-actualization; the two commitments can be complementary rather than in conflict; and, men are capable of mutual trust.)

The decision was that a proposal of the I.C.C. as a temporary body be presented by I.C.C. members to their constituent groups, and that the proposal be revised as indicated; and if agreed on as revised be recommended to the Administrator for final approval (approved by the Administrator, October, 1972).

An interesting feature of the process by which I.C.C. arrived at policy recommendations or policy decisions was the consensus mode of decision making. This mode, although endorsed by the Administrator, was not imposed either by him or the Executive Director: rather the consensus approach evolved between July 13, when the Executive Director assumed office, and November 23, 1972, when the following terms of reference for the operation of I.C.C. were forwarded to and approved by the Administrator (Red Deer College, 1972c, November 23).

1. Any member may propose that consensus be sought on any matter.
2. If consensus is reached a decision is made on the matter in question, and
3. That decision must be recorded in writing by a volunteer recorder who immediately reads back the decision as recorded.
4. There are three basic classes of decisions,

(1) A final decision of I.C.C. is one reached by the members such that due consideration of the views of constituent groups represented by members has been accounted for in the decision.

(2) An adopted decision, is one which has been approved by the Board.

(3) A position is a decision which represents the view of the members of the I.C.C. but which may not necessarily account for the views of the constituencies of the I.C.C. members.

5. Only those final decisions which do not reflect the philosophy and policies of the Board require adoption. One type of final decision is that another decision--usually a final decision--be recommended to the Board for adoption.

6. Final decisions will be implemented in a fashion consistent with a statement of means of implementation included in the decision and/or consistent with Board policies, Board philosophy, and implications of other final decisions.

7. Ordinarily it should be possible to replace a position by a final decision in the same matter at the end of a single predetermined period of time. Only where considerable difficulty is encountered in proposing a final decision which satisfied all members (as well as their perceptions of their respective constituencies' views), should a second time period be defined for further consultation between members and their constituents.

8. Decisions should be considered only when they involve matters concerning the college as a whole. Many decisions can be taken within departments, constituent groups, or by administrators, faculty, or staff when such decisions will clearly reflect policies or final decisions which already exist.

9. There will be a printed agenda for every regular I.C.C. meeting. The I.C.C. will delegate one person to compile, and print the agenda and to distribute it and necessary background documents no later than 48 hours in advance of an I.C. C. Meeting. The first item on the agenda will be the adoption of that agenda.

10. A quorum constitutes those persons present at the place and time specified for an I.C.C. meeting.

11. A report of decisions taken and of other relevant discussions at an I.C.C. meeting will be distributed to all members no later than two working days following the day of the meeting.

Three primary reasons for the evolution of the consensus mode of decision-making were:

1. Initially the Interim Chairmen's Council was quite small; after its membership and terms of reference were endorsed by the Administrator, the group remained small enough to permit decision-making in this fashion.

2. The Executive Director had to rely on the advice, experience, and clearer perspectives on many issues of the other members of I.C.C. This was particularly true in July, 1972, when the Council was established. During this period of time, the group was concerned almost solely with the task of finalizing course offerings, faculty assignments, and workloads such that the College could resume programming in September in accordance with the Administrator's goal to increase economic efficiency, to avoid continued conflict between faculty and administration as much as possible, and to assure the public--prospective students, in particular--that the college would be fully operational by September 1, 1972:

. . . I want to assure the people of Alberta that Red Deer College will continue to offer a variety of programs of excellent quality . . . university transfer, . . . as well as several career and continuing education programs will be available to students from across Central Alberta [on September 1, 1972] (Fast, 1972, June 6).

3. The need for participative decision-making was crucial in view of the former lack of it and associated problems as documented by Byrne (1972:17,50,58).

The relationship of the Interim Chairmen's Council with the Administrator entailed consideration by I.C.C. of major policy issues identified by either the Council or the Administrator, and included policy recommendations made to the Administrator by the I.C.C. In certain instances, the I.C.C. was delegated authority to develop and implement policies, and by January, 1973 many internal aspects of College operation were governed by I.C.C. policy.

In other instances, policies in respect of matters prescribed by the Colleges Act to be within the purview of the Board of Governors were recommended to the Administrator by I.C.C. Occasionally such policies

once adopted by the Administrator, were delegated to the I. C. C. for implementation.

One such instance was the development of a new administrative structure for Red Deer College.

PROCEDURES ADOPTED FOR THE DESIGN PROJECT

Planned Procedures

Officially, the I.C.C. proposed a process by which the new structure for the college would be developed: I.C.C. would develop a proposal for each phase as prescribed by the design model; the proposals would be developed in consultation with the groups represented by I.C.C. members, in accordance with the usual mode of operation of the council for formulating policy positions. Each proposal was to be submitted to the Administrator for consideration and comment before the next stage was undertaken (Red Deer College, 1972c, November 7).

The phases which the design model required included the preparation of four documents: ". . . (1) statement of philosophy for Red Deer College, . . . (2) statement of goals and master program/service plan, . . . (3) statement of functions of the College, . . . (4) proposed roles and structure [alternatives]"

The time line published by I.C.C. (1973a; also, infra: 66). included two additional steps in which written job descriptions would be developed from the role analysis in phase (4), and in which I.C.C. and subunits in the college would examine substructures where necessary.

The consideration of subunit structures was deemed by I.C.C. as necessary because the design project had been delineated to account for structural aspects of the college as a whole. Thus, the common func-

tions of various subunits in respect of goals of the college as a whole, and relationships between sub-units or between a sub-unit and the rest of the college could be accounted for in the primary design. However, details of the internal functioning and structure of a particular sub-unit were outside the primary scope of the project. The reason for this was consistent with a principle guiding I. C. C. relations with its constituent groups: the internal procedures and principles governing I.C.C.'s own operations were agreed to by members of I.C.C. with the knowledge of the constituent groups; however, I.C.C. did not require each constituent group to operate its affairs by the same rules. The general acceptance of this practice persisted throughout the operations of the interim administrative structure and the planning of the new structure.

Evolving Procedures

The proposed official process for developing the new structure was never fully implemented because the Administrator preferred to comment informally on the proposal for each phase, rather than to accept formally any proposal until proposals for the entire structure were distributed and debated through the college.

The design model itself implied certain strategical requirements for its implementation: (1) that statements of philosophy and goals result from extensive consultation so that there would be some measure consensus of opinion within the college reflected in the two statements; (2) that the same persons who were to be served by the new structure participate in planning for its development as well as in designing it. Accordingly, the consultative processes recommended by Commissioner Byrne

(1972:65), promised by Fast (1974:34) and insisted on by students, faculty and administrators in the college (Byrne 1972:34) were incorporated into the design project in at least two ways. The project task force, the I.C.C., adopted procedures which required constituency involvement and prior support of council decisions, and which required I.C.C. decisions to be taken by consensus. The administrator met regularly with the department chairmen, student representatives, and the president of the faculty association: policy decisions were announced; collective bargaining procedures were opened and streamlined as much as possible; and the climate became one of openness and consideration rather than secrecy and deviousness. Interest and participation in sub-unit operations such as the students' and faculty associations, and the departments in the college seemed to remain at high levels.

Events in the Design Project

In the view of the researcher, the early plans and intentions regarding the way in which a new structure would be developed were carried through with only very minor changes and very few instances where idealism gave way to pragmatism.

This assessment is tested by the following brief account of the actual events of the design project; these events can be compared with the planned events outlined above.

(Dates in the following section refer to official meeting reports of I.C.C.; complete meeting reports are on file:)

On January 11, 1973, the position paper describing the design model was adopted by the Interim Chairmen's Council as a working paper (Appendix A).

On February 1, 1973, the following timeline and the procedures for the development of the new administrative structure were introduced.

TIME LINE FOR DEVELOPMENT AND IMPLEMENTATION OF THE NEW GOVERNANCE STRUCTURE

1. Statement of philosophy for Red Deer College
 - draft complete
 - adoption February 1, 1973
2. Statement of goals and Master Program/Service Plan
 - draft February 1, 1973
 - adoption February 15, 1973
3. Statement of functions of the College
 - draft February 15, 1973
 - revision and adoption February 28, 1973
4. Proposed roles and structures
 - draft February 15, 1973
 - revision and adoption

5. Job descriptions for major roles:
 - Administrators, Instructors, Professional Staff February 20, 1973
 - President February 15, 1973
 - revision and adoption

6. Study and recommendations by I.C.C. regarding internal operations (and sub-structures where necessary)
 - Composition of Departments (Academic)
 - Relation of AUP to other Departments February 20/1973
 - Student Services, Residence, Registrar, Computer February 28/1973
 - Library, Physical Plant, other Support March 15, 1973

On February 15, 1973, position papers on the philosophy and on the goals of the College were distributed widely for discussion. Revisions were incorporated into the statements on the basis of comments submitted from each academic department, the student services department, and the Administrator (Appendix B).

On February 15, 1973, the overall plan for the development of recommendations for a new organizational design for the college was endorsed by the Administrator following a meeting between him and the Executive Director. During that meeting, the Executive Director explained the design rationale and the design model (Appendix A). He also argued that the design model met four criteria which the Administrator had delineated in July, 1972; the Administrator had indicated that the method for developing the new structure should

1. embody a design model which would require consultation between all constituent groups in the college, and the interim administration;
2. itself result from a consultative process;
3. incorporate a theoretical foundation; and,
4. direct concern first of all toward the goals and functions of the college, and second toward structure as a means for facilitating the achievement of the goals.

By March, several major points of discussion had recurred in Interim Chairmen's Council meetings. Six of these points are summarized as follows from information in the February 27 and March 1 reports of Council meetings:

1. Coordination of and among three department chairmen, the bursar, and the coordinators of the five service operations should be assumed by the president to whom each of the nine offices ought to be able to report directly.

2. Although it seemed that these five administrators would require direct access to the president, there was debate about how many persons the president could have reporting to him, and about whether access would really only be required during policy development.
3. Although chairmen and the librarian would assume instructor-type roles part of the time, there was a possibility that these officers should be designated as management rather than as regular members of the Faculty Association.
4. The consensus mode of policy formulation seemed to improve the quality of decision-making in substance and in the process because of the implicit requirement for careful consultation of I.C.C. members with their respective constituencies; however, the mode was also perceived to be time-consuming. I.C.C. recommended that the college council under the new structure " . . . be encouraged to give first priority to reviewing its terms of reference, and its procedures and rules of order" (March 1, 1973).

Another major point of discussion had been the proposition that the new administrative structure should comprise two related structures: one for policy development, and another for the routine implementation of approved policy.

This assumption is examined in detail in Chapter 5 and Chapter

Subsequent to identification of the need to define a policy development structure as well as an implementation structure, I.C.C. delineated ten potential areas of college-wide concern (I.C.C. meeting report, February 27, 1973):

- . . . 1. Staffing
 - duties and priorities thereamong for instructional, counselling, advisement, public relations, program development and research, administrative, supportive staff positions
 - requirements
 - recruitment, placement, orientation
 - evaluation, development and in-service
- 2. Other Resources
 - purposes and priorities (materials such as physical facilities, ancillary service units, instructional soft ware and hard ware)
 - requirements
 - acquisition and deployment
- 3. Logistics
 - student flow
 - recruitment
 - registration
 - orientation
 - courses, programs
 - co-curricular
 - activities
 - "completion"
 - placement and
 - follow-up
 - college yearly schedule
 - college calendar
- 4. Public Relations
- 5. Student Recruitment and pre-advisement programs
- 6. Student Placement Programs
- 7. Planning
- 8. Fund Raising
- 9. Institutional Research
 - needs, use
 - personnel
 - facilities
 - coordination
 - dissemination and application of findings
- 10. Maintenance: rules, regulations, deadlines, channels of communication, etc. not in above.

A sixth discussion point was dealt with in the following position paper in respect of the organization of the college into departments (February 27, 1973):

. . . (a) Assumptions

1. Few, if any, programs or majors lie exclusively in a single department regardless of how that department and others might be defined. E.G., a chemistry major takes English, perhaps a social science, perhaps history, etc. e.g. a nursing student takes English, sociology, etc.

Thus, there are various departments (real or hypothetical) to which any major or program might be assigned. Typically, this assignment is done by examining the name of the major, the greatest emphasis represented by a typical course load, or occasionally--in an arbitrary fashion.

2. In a community college there will be more than a single department because of total college enrolment, course diversity, program diversity, and consequent specialization.

3. Although, some interdepartmental competition will likely be functional and healthy, "empire building", or any status issues among departments, such as university vs college credit, or A.U.P. vs college credit, or credit vs non-credit will likely not be beneficial to all departments or to the college as a whole.

(b) Tentative Conclusions

1. Red Deer College is large enough to have more than one department.

2. Each department should have a mixture of course offerings and student majors in terms of university transfer credit and college credit, and perhaps in terms of credit and non-credit.

3. There will be some question as to which department a particular major or program is allocated--particularly if new programs are developed by a department which ultimately is not given jurisdiction over the new program.

4. Departments should be somewhat similar in size--numbers of students, numbers of instructors--because of administrative, program development, public relations, and promotional functions to be carried out.

Proposal

1. [that] Red Deer College have three departments, each responsible for courses and students in one or two university transfer programs, and in several college credit programs.

2. There should be some disciplinary basis for the delineation of the three departments.

3. These departments . . . and the following programs . . . assigned to each:

(1) The Department of Arts and Applied Arts

- B.A. majors
- B.Ed. majors
- B.F.A. majors*
- Arts and Science Diploma
- Journalism Diploma*
- Communication Arts Diplomas*
- Teacher Aid Diploma and/or Certificate*
- Native Studies*
- Art and Design Diploma
- On-going Music "non-credit" programs
- Humanities, etc. non-credit seminars, etc.

(2) The Department of Sciences and Technologies

- B.Sc. majors (except Nursing?)
- B.Eng.* majors
- Computing Science Diploma*
- Environmentalist Diploma*
- Technology Diplomas*
- First year S.A.I.T., N.A.I.T., etc. transfer technologies* e.g. steam, chemical technology
- Adult Upgrading and High School Equivalency Diplomas*
- Related non-credit courses, seminars, etc.

(3) The Department of Health and Social Services and Business Education

- B. Comm. major
- B.P.E. majors
- B.Sc. (nursing)
- Nursing Diploma
- Social Services Diploma
- Business Admin. Diploma - Certificate

* Probable but as yet unimplemented programs or majors.

- Secretarial Science Diploma - Certificate
- Recreation Administration*
- Community Health*
- Geriatric Care Diploma*
- Dental Hygiene Diploma (unless technologically oriented)*
- Veterinarian Assistant Diploma (unless lab technologist)*
- various non-credit seminars, courses, etc. in related fields.

On February 27, 1973, I.C.C. finalized two alternative structures to be recommended to the Administrator for his consideration. The I.C.C. had the administrative structure comprise two parts: a policy development structure, and a policy implementation structure. The essential differences between the two proposals, which are summarized diagrammatically in Figures 3 and 4 was the inclusion in proposal 2A of the role of director of programs and services between the president and the chairmen levels.

The debate over the inclusion of such a role was not resolved other than the I.C.C. decision to submit one alternative proposal reflecting each viewpoint.

It was interesting to the researcher that a primary reason for the reaction to the director of programs position--in effect an academic vice-presidency--was obviously the recollection of the questionable manner in which a similar position had been created and filled in the previous administrative structure, which was dissolved by the Administrator in July of 1972.

The report of the special February 27, 1973 I.C.C. meeting to finalize the proposals for administrative structures summarized the

* Probable but as yet unimplemented programs or majors.

discussion on the topic of a director of programs:

Although a coordination function may be necessary among the three chairmen, the bursar, and the five "staff" offices (program development, computing center, library, registrar and student services), this function can be assumed by the president

Although three chairmen, one bursar, and five service coordinators all seem to require direct access to the president . . . , there was debate about how many persons the president could have reporting directly to him, and about the priorities that might affect the availability of the president to those reporting. Moreover, it was debated whether direct access was really necessary during implementation stages of operation since such access would exist in I.C.C. during policy establishment and review stages.

Byrne (1972:50-54), also, had concluded that " . . . two major posts become redundant--that of Vice-President and that of Director of Continuing Education."

On March 1, 1973, I.C.C. recorded the following decisions:

that an "implementation structure" as in Figure 4B
. . . be adopted as the position of I.C.C. . . . ;

that a "policy-making structure" as in Figure 4A
. . . be adopted;

that recommendations of structure by I.C.C. . . .
be accompanied with job descriptions of the positions -
president, department chairman, registrar, bursar,
program development coordinator, student services
coordinator, librarian, [a typical] instructor . . . ,
and;

that a general description of the role of the proposed College Council . . . be attached to the recommended policy structure.

The Administrator attended a special meeting of I.C.C. on March 15, 1973 for the sole purpose of discussing the Council's recommendations for the new structure for the college.

I.C.C. summarized its position to the Administrator who " . . . stressed that a . . . director of academic programs and program development will be required since the president would be too busy to absorb

these functions in his role." The Administrator also proposed seven or eight program coordinators in contrast to the I.C.C. suggestion that three-divisional chairmen be designated.

At another special meeting on March 21, 1973 to discuss recommendations concerning the new structure, I.C.C. confirmed its earlier position in spite of the Administrator's comments the week before.

The Alternative Proposals

The two alternative recommendations for an administrative structure for the college were adopted by I.C.C. on March 1, 1973. The recommendations were submitted to the Administrator by March 8 and were discussed with him at a special I.C.C. meeting on March 15. As a result of the Administrator's comments I.C.C. decided that " . . . a meeting on March 21, 1973 at 7:30 be held and be devoted solely to preparing for Dr. Fast a set of recommendations regarding the new structure for Red Deer College" (Red Deer College, 1973a, March 15).

At the special meeting, I.C.C. decided to distribute the two alternatives complete with explanatory notes and tentative job descriptions for key positions to each faculty member for study and reaction before March 29, 1973. In the meantime, I.C.C. would draft additional explanatory materials for

. . . possible inclusion with I.C.C.'s final recommendation of structure to Dr. Fast.

- rationale for . . . two recommended structures
- reasons for preference order
- job descriptions
- rationale for . . . three departments.

By March 29, 1973 the results of the poll of faculty members

were available.* At the March 29 meeting I.C.C. decided that

since no alternate position on structure could better accommodate the diversity of opinions [within faculty] than the present two alternatives, the latter be adopted by I.C.C. and submitted together with relevant background documentation to the Administrator; that copies of the submission be circulated to all I.C.C. members in advance.

On April 6, a memorandum from the Executive Director to all faculty and administrators announced:

. . . I.C.C. has finalized its recommendations on a new administrative structure for Red Deer College. The recommendations will be submitted to Dr. Fast in a few days, and he is expected to implement a new structure in the next week or two.

Finally on April 12 the following announcement was recorded in the official report of the I.C.C. meeting:

Dr. Fast will officially adopt the I.C.C.'s proposed philosophy . . . ; goals . . . , statement of functions for Red Deer College. Dr. Fast will approve role descriptions as exemplified in I.C.C.'s proposal. Dr. Fast will announce a new structure . . . to go into effect on June 1, 1973 or shortly thereafter.

The entire submission to the Administrator was dated March 29, 1973 and is presented herewith in Appendix B:268.

For convenience, the two proposals and the most essential explanatory notes on the proposals are abstracted in Figures 3 and 4. and in the subsequent section, "notes on the Figures: proposed structures."

* March 29, 1973 memo from the Faculty Association president in respect of a questionnaire distributed March 26 to all Faculty summarized the responses as follows:

Of 36 replies, four preferred I.C.C.'s first proposal, eight preferred the second, as the proposals were presented. Four supported the first with suggested changes; 17 supported no. 2 with alterations; three favor neither, but supplied alternatives.

Comments and alternative suggestions generally said that structures depended on the individuals; that the new president would decide on the structure; that an academic vice presidency was required; was not required. (Red Deer College, 1973c, March 29; See also Appendix D-2:360-363).

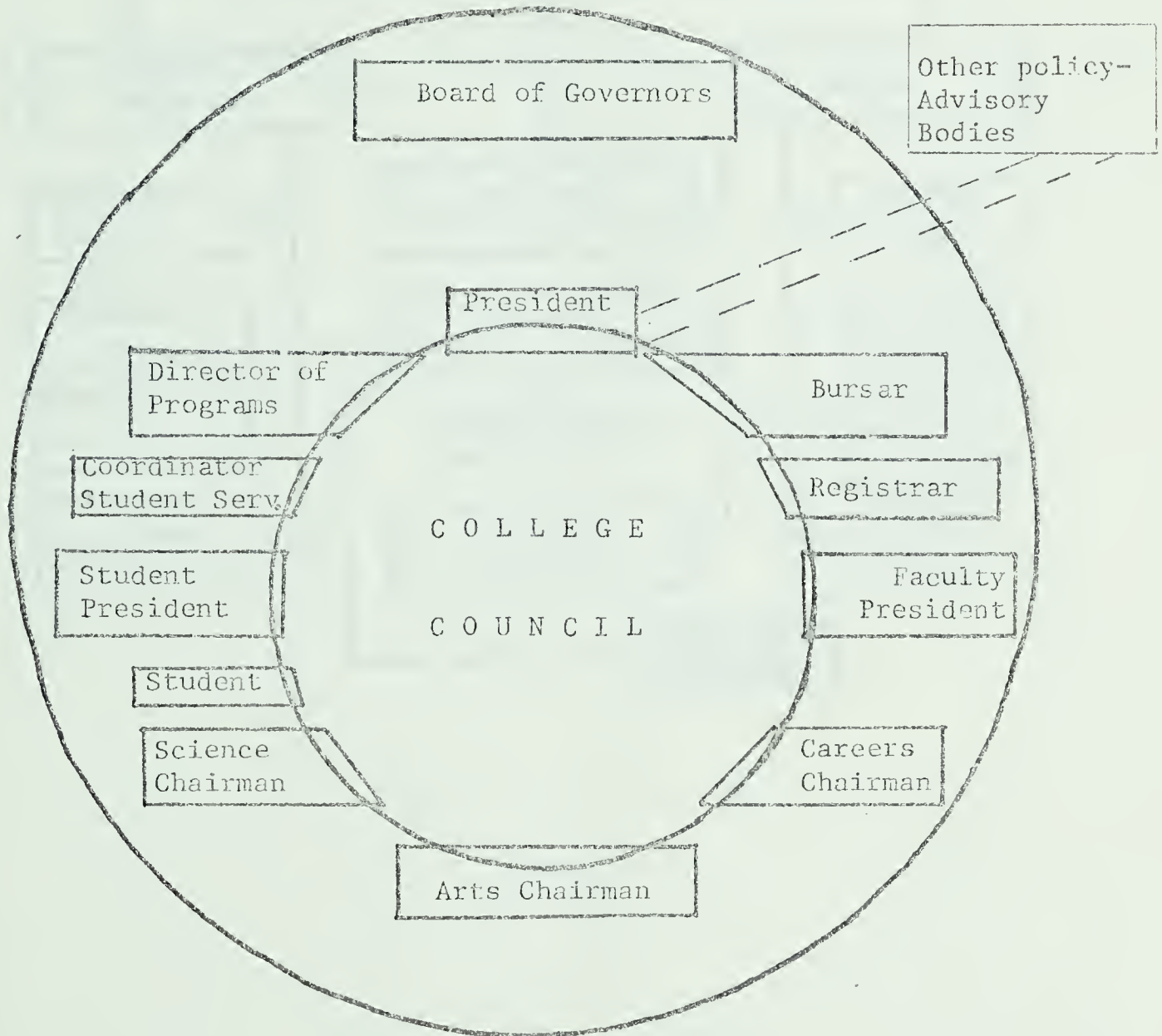


Figure 3A

Proposal 1: An Administrative Structure
For Red Deer College

Policy Development
Structure

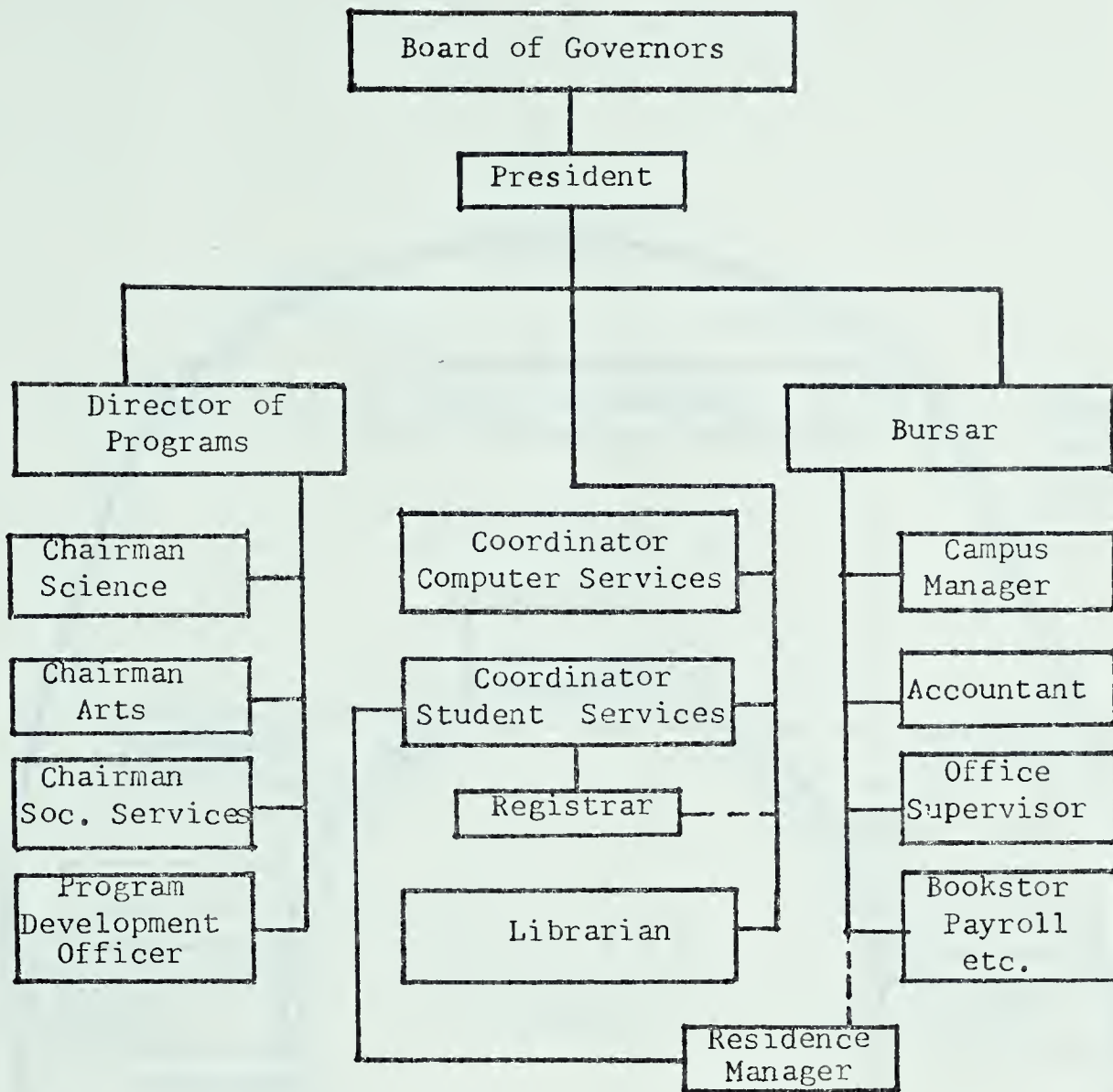


Figure 3B

Proposal 1: An Administrative Structure
For Red Deer College

Policy Implementation
Structure

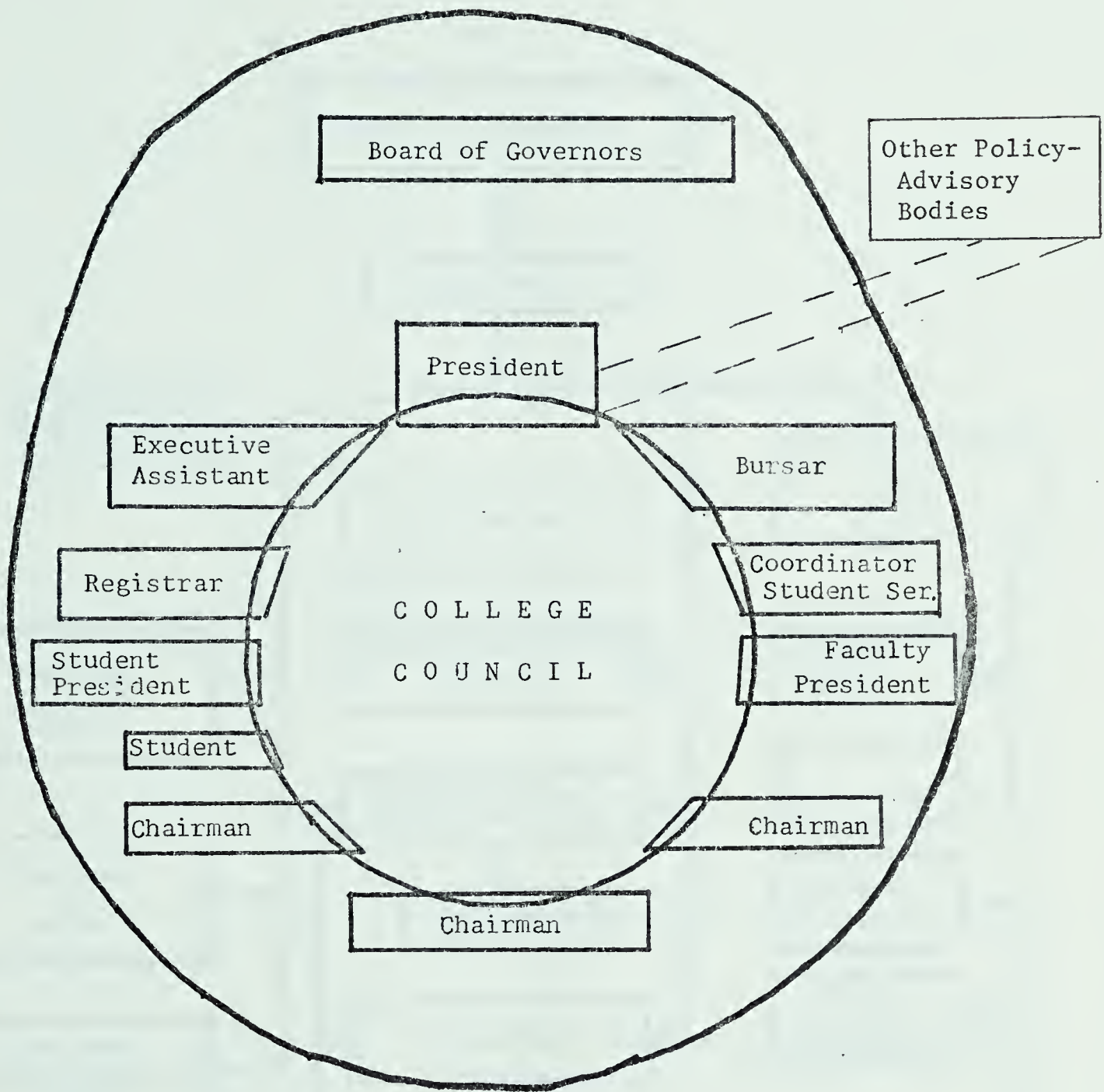


Figure 4A

Proposal 2: An Administrative Structure
For Red Deer College

Policy Development
Structure

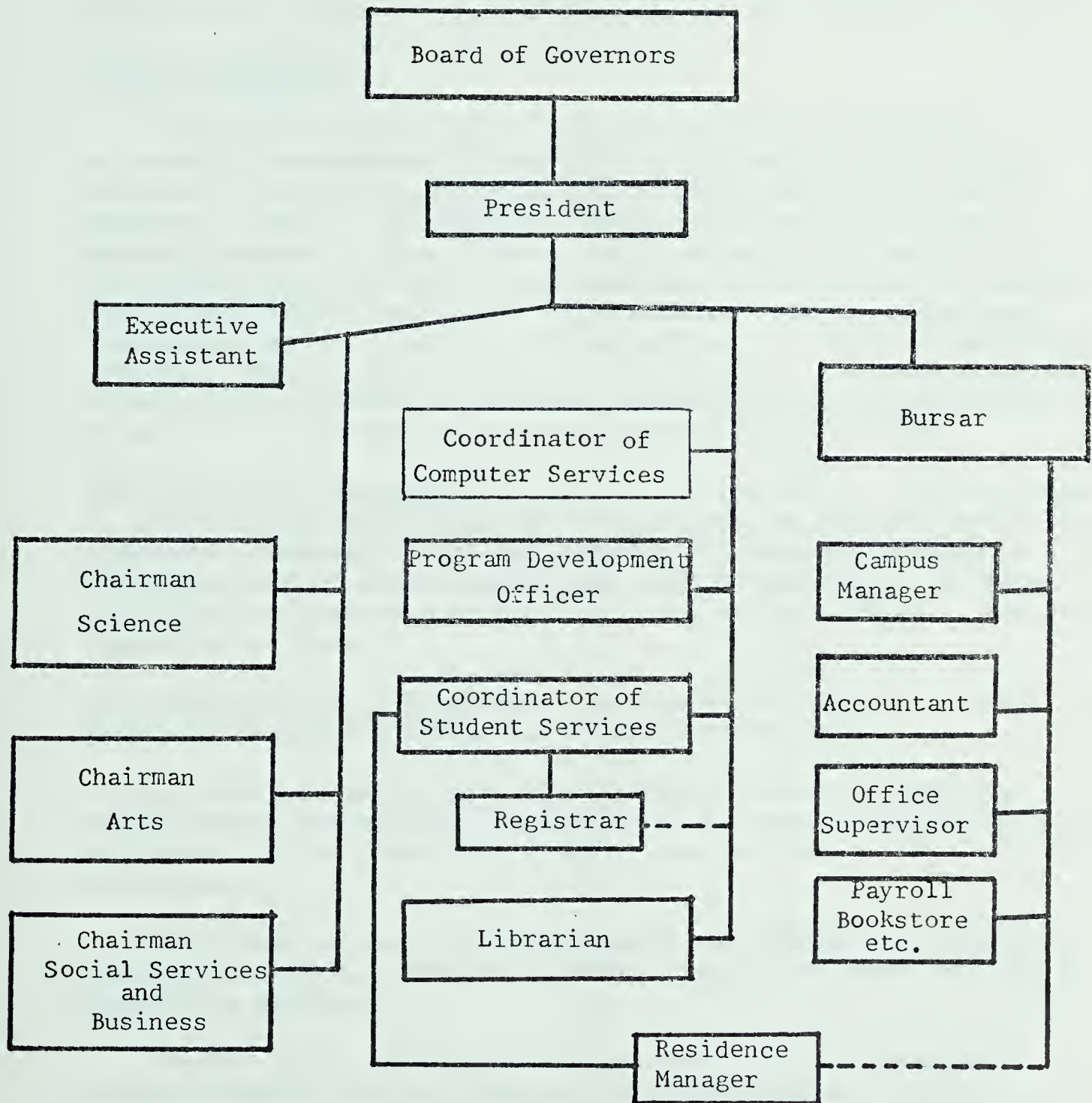


Figure 4B

Proposal 2: An Administrative Structure
For Red Deer College

Policy Implementation

Dual Structure Proposition

The arguments (Red Deer College, 1973a, February 27)

lying the proposition that the administrative structure be defined in two aspects were included with the submissions:

NOTES on the Figures: Proposed Structures

Policy Development

Four boards and councils (Figures 3A, 4A) are required or strongly recommended by Provincial Legislation; the Board of Governors, the College Council, the Faculty Association, and the Students' Council. In addition, there should be other policy advisory groups. Three of these are described as follows:
The Library Board is chaired by the president and exists to combine broad Board policy and I.C.C. recommendations into somewhat more operationalized or specific policies within the limits of which the librarian will be able to provide to the rest of the college service which is both relevant to the needs of students, instructors and others, and consistent with the philosophy of the college.

The Information Management Council is also chaired by the president. It defines priorities among the various types of demands made on the computer: instruction, college research, individual research by college personnel and students, and administrative use. It also clarifies policies on the definition, collection, analysis, use and protection of data.

The College Athletic Board will function as in the past; however, its constitution and operations may be reviewed by I.C.C.

Four other councils (special equipment, campus development, scholarships, and cultural activities will report to I.C.C. directly as C.A.B. All of these will develop constitutions as did Cultural Activities.

These four councils will have their memberships and functions approved by I.C.C.; which will ensure appropriate membership vis à vis duties assigned.

Finally I.C.C. will review the success of its predecessors, college council, and the Interim Chairmen's Council; it will recommend functions and procedures to the Board for approval as did I.C.C. The function of I.C.C. will be to deal with policy decisions at the sub-board level which affect the College as a whole. Departmental matters will be referred to appropriate departments or to other councils, boards, etc.

Together, all the boards and councils in Figures 3A and 4A will be

able to arrive at well-informed, rationally based policies which account for all the functions of the college presently and in the immediate future. These policies can be formulated in such a way that the philosophy, goals, and other constraints such as budget, provincial legislation, and community needs are appropriately accounted for.

Once such an accounting has been made, the day-to-day operations of the college-that is, the implementation of policy-can be carried on with expedience by means of a simple, somewhat "taller" structure as proposed in Figures 3B and 4B.

Policy Implementation

Although policy development and policy implementation are never as clearly distinguishable as implied by the figures: on the [first] page of this proposal, implementation can be expedited without violating the guiding principles (such as collegiality, mutual trust, etc.) if the policies guiding implementation have been carefully worked out and are continuously adjusted.

Figures 3B and 4B show rather clear lines of communications and authority (solid lines). However, some other aspects of the Figures should be elucidated.

1. Service functions. Computing, library, registrarial, and student services (together with business-finance and the academic departments) all exist to provide essential services to the major functions of learning, counselling, advisement, public relations, student placement, and so on. If lines were drawn for every desirable communication channel, the figure would be unwieldy. Thus, for example, library's as well as the Arts chairman's channels to the Director of Programs and Services do not only show who is "responsible" to whom, but also show that the Library serves the chairman and his instructors and students in a manner which is suitable because of the information which can move between the Arts Department and the Library.

All of the services (computing, library, registrarial, student and program development) serve each of the four departments, all of the administration including business and finance in a fashion parallel to the above example and the Academic and Finance Departments and the service function will require inter-coordination.

Most departmental structuring has been omitted in these figures because the proposals are for college structure rather than internal departmental structures. The implication is that departments are free to do whatever they wish in terms of structure provided that constraints and principles of operation are not ignored.

It should be emphasized that the absence of a structural feature does not mean it is forbidden; rather this means that its existence

has not been (proposed as) legislated. It should be more satisfactory to most people in a community college that this kind of flexibility and freedom has been built into these proposals of college administration.

A complete text of the recommended alternative positions which I.C.C. made to the Administrator in respect of the new structure is found in the appendices.

THE NEW STRUCTURE

Finally on April 16, 1973 the Administrator concluded his review of the I.C.C. recommendations for a new structure for Red Deer College, and his review of other considerations in the same respect; the following memorandum was distributed to all faculty, staff, and to the students' association:

Re: New Internal Structure for Red Deer College

The essential features of the new internal structure of the Red Deer College are summarized below. The small amount of detail that is provided in this memo pertains essentially only to those areas most affected by the structural changes--the educational departments. A complete description of the structure, detailed job descriptions, and other relevant information on the new structure will be circulated in an official document in the near future.

The structure which comes into effect on or about June 1, 1973 (thus making provision for certain transitional and consequential events to occur) was developed and based on the following considerations:

1. Consideration of a detailed statement of the philosophy, functions, and goals for the college followed by a careful development of an appropriate structure to accommodate the major features of the statement.
2. A comparative study of structures in other similar institutions in North America and specifically in Western Canada.
3. An analysis of the problems that have existed in the Red Deer College during the last few years.

4. Careful observation by the administrator of the situation at Red Deer College over a period of approximately eleven months.
5. Consultation with the interim College Council which represents the interests of most groups within the college.
6. Discussions with numerous individuals.
7. Consideration of faculty views through meetings and questionnaires.
8. A detailed examination of the literature on community college governance.

It is recognized that the structure as depicted on the following pages will not meet with the complete approval of every individual who works within it. Nevertheless, it now becomes imperative that all persons working in the college adopt this as the formal organization which will govern the internal affairs of the institution.

A Few Essential Characteristics

The following positions in the Department of Programs are designated herewith as administrative positions, the incumbents of which will NOT be members of the faculty association, and who will NOT without the approval of the president teach more than fifty percent of an average workload in any term.

Director of Programs
 Coordinator of the Learning Resources Centre
 Program Development Officer
 Continuing Education Officer
 Coordinator, Division of Arts and Applied Arts
 Coordinator, Division of Sciences and Technology
 Coordinator, Division of Social and Community Services
 Coordinator, Division of Health Sciences
 Coordinator, Division of Business and Commerce

Nevertheless, it is recommended that Divisional Coordinators make every attempt to teach at least one course each term even though their basic functions are administrative.

While specific job descriptions will be provided in a more detailed statement it should be noted here that Divisional Coordinators will have at least the following major responsibilities:

1. Planning, scheduling and implementing programs, courses, and services for the entire division for which they hold responsibility.

2. Coordinating all programs, courses, and services both within their own division and within the institution by working with other coordinators and the Director.
3. Administering the operating and capital budgets of the division.
4. Assisting the recruitment, selection, placement, and termination of faculty members; and allocating workloads according to established policies, guidelines, and procedures.
5. Providing leadership in the planning and development of new programs, courses, services and instructional technologies.
6. Promoting generally the best interests of the institution so that the needs of all advanced education students in Central Alberta may be best accommodated for a period of two years beyond high school.

The advantages of a horizontal rather than a vertical structure have been jointly determined. Accordingly, it is not anticipated that it will be necessary to officially add another administrative level to the vertical structure within the Department of Programs. In order to provide for some divisional autonomy coordinators of divisions with many programs may with the approval of the Director wish to provide to designated individuals a reduced classroom hourly workload to assist in the coordination of certain activities or programs. This, however, shall not result in a reduction in the divisional average classroom contact hour teaching load. No compensation beyond the reduced teaching load will be provided for such activities.

Additional policy and regulatory changes related to or necessitated by the new structure will be implemented by June 1, 1973. These include the following:

1. Division Coordinators. Positions for the five Divisional Coordinators will be advertised shortly. Since it is believed that competent individuals exist within the institution to fill these administrative posts, the competitions will be opened initially within the institution only. It may, however, be necessary to advertise externally in the event that appropriate applications are not received for certain posts.
2. Contractual Benefits. Salaries and other contractual benefits for all positions not currently established as administrative posts will be developed prior to advertising.

3. College Council. Section 50 of the Colleges Act legislates that students, faculty and the board jointly determine the composition and functions of a college council. I believe this too should be in effect not much later than June 1. Therefore, I am asking the Interim College Council which already has representatives of both the students and faculty on its membership to provide me with an initial draft position for the College Council. This will be used as a discussion paper with appropriate members of the students and faculty associations when they meet with the administrator (or board) for purposes of concluding negotiations on the establishment of a college council.

Changes in the Administrative Branches

Since several changes in the Administrative Branches have occurred throughout the year, there will be only minor changes in these areas at this time.

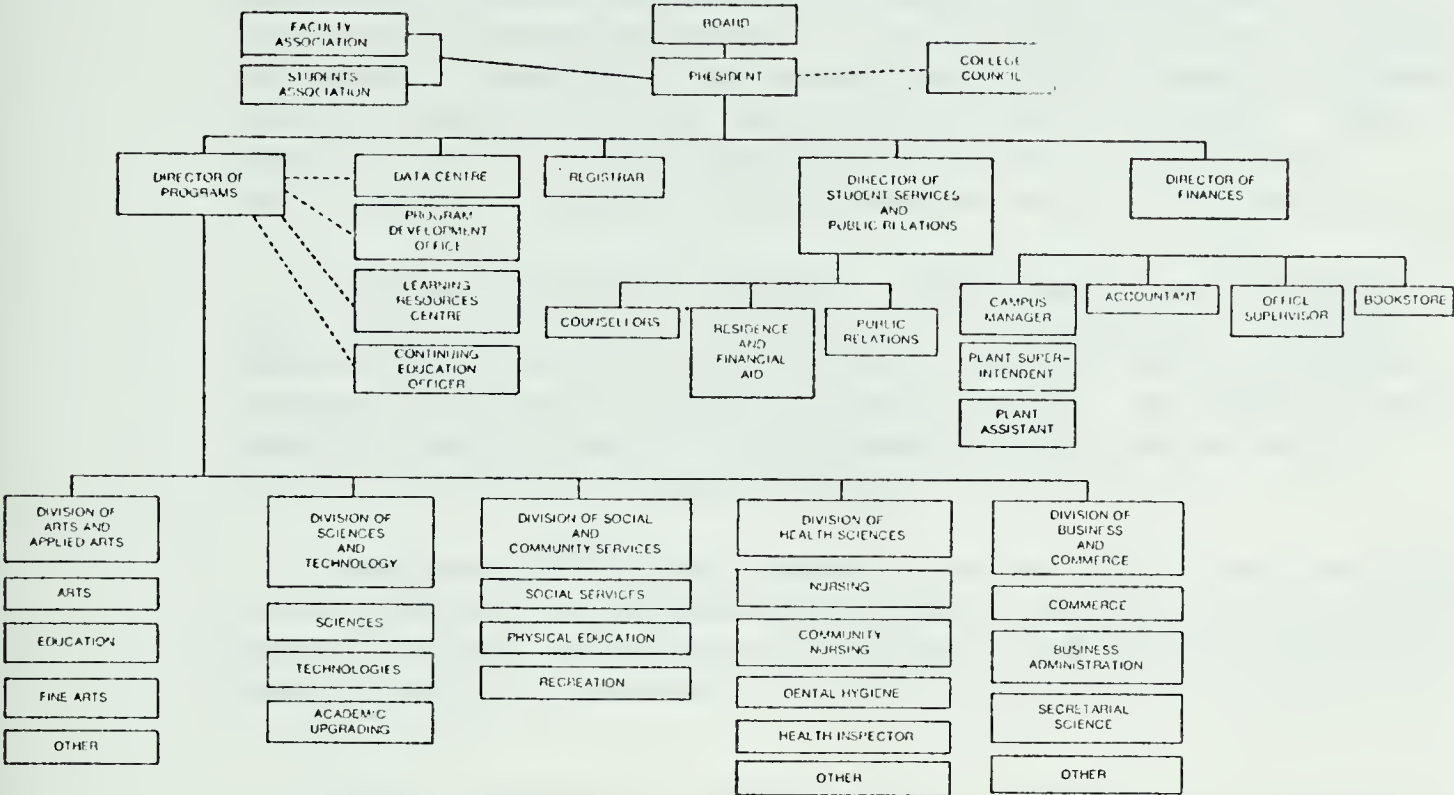
Director of Finances (formerly Bursar). This position will continue to operate essentially the way in which it has been handled this year. Title changes are designed simply to reflect more accurately the positions held by certain incumbents.

Director of Student Services and Public Relations. This office will continue to be responsible for all of the functions currently held by the Department with the exception of the Registrar. Removal of the Registrar's Department from this office will provide more time for a greater emphasis on the formal aspects of Public Relations.

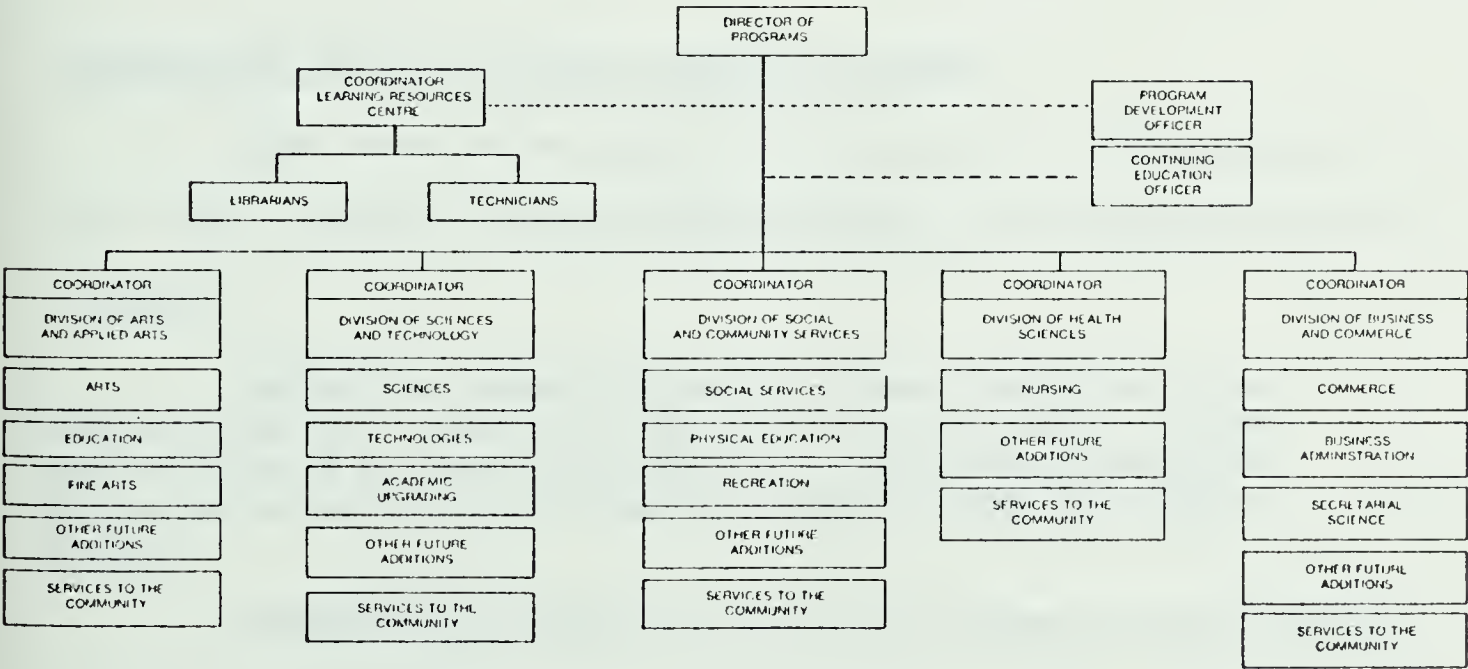
Registrar. Since the Registrar works closely with the three senior directors but also provides the President with reports, statistics and other information, he will report directly to the President. Nevertheless, he shall continue to be an integral part of the senior administrative team.

Data Centre Coordinator. The coordinator of the data centre has educational as well as administrative functions. In addition to data processing programs and computer assisted instruction, he facilitates the computerization of records in the offices of both the Registrar and the Director of Financial Services. Because this position is unique inasmuch as it carries both functions, it is assumed that the coordinator will be required to teach approximately ten hours per week and therefore he will remain a member of the Faculty Association and for teaching purposes, a member of the Division of Sciences and Technology.

RED DEER COLLEGE ORGANIZATIONAL CHART



DEPARTMENT OF PROGRAMS



(Red Deer College, 1973C: April 16).

Coordinator, Learning Resources Centre (formerly Chief Librarian). This centre which contains not only the library but other learning resources as well, facilitates the learning processes. Therefore, the coordinator of the Learning Resources Centre reports directly to the Director of Programs. Nevertheless, he will work closely with all of the Divisional Coordinators in facilitating education in the five main divisions.

Program Development Officer. The incumbent of this post will report directly to the Director of Programs. His main function will be to assist all Divisions in carrying out the research necessary to develop new programs. He should possess enough technical writing and research skills to be able to develop a credible program proposal in any field.

Continuing Education Officer. In the event that the Director and Divisional Coordinators feel that it is necessary to have one person develop, coordinate and approve continuing education and general interest courses, a continuing education officer will be employed.

As was indicated at the outset, a complete description of the new structure will be circulated in an official document at a later date.

I want to thank the many groups and individuals who have given this matter their serious consideration and who have contributed their ideas to me either directly or indirectly.

Outstanding Need for College Council Structure

Also noted in the report of the April 12, 1973 meeting of the I.C.C. was the following responsibility of the Interim Chairman's Council:

. . . During the transition period between the [interim] and the new structure, incumbents for new positions will be sought and I.C.C. will be asked to assist . . . in the implementation of the new structure--including the reconstruction of college council.

Consequently by May 9, I.C.C. had reviewed its own operation as an interim college council and formulated a recommendation on the membership and functions of a college council under a new administrative structure.

The May 10, 1973 I.C.C. meeting report recorded the decision that:

. . . the following statements comprise a College Council recommendation to the Administrator . . . :

The internal College Council is not an adversary body, but requires the full cooperation of the constituent members in arriving at sound policy decisions which affect the whole college. As such, each constituent body through its representatives, contributes its particular expertise in arriving at broad policy decisions. And as such, the membership of I.C.C. is generally obliged to communicate and to support its decisions and their implementation [to respective constituencies].

It is our belief that I.C.C. should be relatively small in size; yet it should have good representation of students, administration, and faculty--those persons responsible for policy-making and implementation.

Proposed membership:

- 2 - students
- 4 - faculty
- 1 - president
- 3 - directors
- 5 - coordinators
- 1 - registrar

16 Total

Note: Although this is a large group, any advantages resulting from a reduction in membership may well be offset by serious restrictions on the amount and range of relevant input.

Principles of I. C. C.

1. Quorum--12 of 16 members.
2. Majority--12 members regardless of attendance.
3. Votes should be recorded as "passed unanimously," "passed", or "deleted". No abstentions should be recorded nor comments read into the Minutes.
4. The President should chair I. C. C. (Internal College Council).
5. The Director of Programs should be responsible for agenda, Minutes, and distribution.
6. Bi-monthly meetings should be held--one week prior to and one week following regular Board meetings.

7. Additional rules, points of order, and by-laws should be established as required by resolution of College Council.
8. Principle--once a defined quorum has passed a motion, each member and the Council as a whole should support the passed motion regardless of personal votes.

Analysis of the New Structure

This Chapter has described the development implementation of a new organizational design for Red Deer College. An analysis of the case is reported in Chapter 5. First, however, the theoretical framework is described in the following Chapter.

Chapter 4

THEORETICAL FRAMEWORK FOR

THE CASE ANALYSIS

INTRODUCTION

The purpose of this chapter was to summarize the theoretical foundations on which the examination of the case was made. Of primary concern were (1) various concepts of organizational goals, (2) literature on organizational theory which concerns the proposition that there are two aspects of organizational structure, the policy development aspect and the policy implementation aspect, and (3) the emerging body of literature in the field of organizational design.

Methodological Notes

Additional references to the literature were used in the analysis of the case because the examination, not surprisingly, led to discussion areas that were not predicted before or during the development of the theoretical framework which is presented in this chapter.

There was no intention that this framework would accommodate every aspect of the analysis; indeed it was considered contrary to the exploratory nature of case studies that analysis be restricted to consideration of only those aspects which could readily be accommodated within a framework developed in advance. Harry Wolcott, an educationist - anthropologist, supported such an approach (1975:113):

I would hold that [the case study approach] is best served when the researcher feels free to "muddle about" . . . and to pursue

hunches or to address himself to problems that he deems interesting or worthy of sustained attention Many anthropologists are content to embark upon new fieldwork guided only by a "foreshadowed notion" of problem areas that may prove interesting. One of the most satisfying aspects of this traditional approach is that one is free to discover what the problem is rather than to pursue inquiry into a pre-determined problem . . . [emphasis in the original].

Thus, the theoretical framework was intended as a guide to the choice of events to be studied and to the identification of concepts and propositions from the literature which might shed light on the events.

Organization of the Remainder of the Chapter

The chapter, then, was intended to summarize the nature of the theoretical framework and to present some of its substance. However, in many instances the details of the substance which fleshes out the framework are presented during the analysis when required.

The chapter is divided into five major sections. The first three report on the theoretical framework.

First, an extensive review of recent literature on organizational goals is presented as the foundation for a definition of this concept and as documentary support for the assumption made herein: that an organization has goals which it can and does usually state as distinct from a general statement of mission or purpose.

Second, the dual structure concept is researched by means of a review of literature on organizational theory.

Third, a brief review of the relatively recent body of literature on organizational design is reported on. For the purpose of this study, organizational design was carefully distinguished from the apparently similar concepts of organizational structure, organizational change, and organizational development (OD). In the formulation of the present study, some analysis of the case by means of concepts from this

field of organization design was considered to be potentially fruitful for two reasons: (1) this field deals with precisely the kind of activities focussed upon in the case; and, (2) the literature on organizational design as defined by Jay Galbraith (1973) and Peter A. Clark (1972) was not available during the planning and implementation of the design project at Red Deer College. Thus, the use of organizational design concepts in the analysis ensured that the basis for the design project was not incestuously related to a basis for subsequent analysis of the project.

The fourth major division of this chapter reports briefly on the nature and the findings of a very small number of similar case studies described in the recent literature.

The fifth section summarizes the analytic framework of the study. The analytic framework is implied in both the methodological and theoretical sections of the study. The concluding section of Chapter 4 recapitulates the framework in which the case study was conducted and focusses the framework by means of research questions to be addressed in Chapter 5, "Analysis of the Case."

ORGANIZATIONAL GOALS

In the design project of Red Deer College and in the formulation of the present study, an assumption about the existence and nature of organizational goals was made. In establishing the methodology for the present study, the researcher conscientiously ensured that the subject of the study and the study itself were not founded on the same theories and constructs; however, it is appropriate that the two studies acknowledge essentially identical assumptions in respect of goals or else the

framework for analysis would be so different from that of the case that no analysis would be possible.

The design model at Red Deer College purported to determine design alternatives on the basis of a task analysis which, in turn, was based on those functions necessary to achieve the goals of the College. The implicit assumption necessary for such a process to be viable was made explicit:

. . . the essential components of a college are what occurs there--the functions. Imbedded in this [assumption] is another assumption: that functions are goal directed . . . (Appendix A, page 254).

Statements of philosophy and goals of the Red Deer College may provide a synthesis of [the] diverse wants and needs of . . . the people of Alberta, the residents of the community, the . . . future students and other persons . . . in the college. (Appendix A, page 252).

If an organization design is intended to structure the organization to facilitate goal achievement, then the analysis of a design project must take into account what organizations are, what their goals are, and how these goals are determined.

In an extensive review of literature on organizations, Mouzelis (1967:4) defined organization as ". . . a form of social grouping which is established in a more or less deliberate or purposive manner for the attainment of a specific goal." He further concluded that "purposiveness" and "goals-specificity" seem to be two crucial criteria for distinguishing organizations from other kinds of social groupings (cf. Parsons, 1960:17).

Mission

According to Kast (1972:152), ". . . a major problem in the analysis of organizational goals is the distinction between official goals and actual operational goals." The official goals, or the mission, is usually stated in general and ambiguous terms; these goals are seen as

necessary to legitimize the activities of the organization. An educational organization or another organization traditionally concerned with providing some kind of public service or community service, rather than with making profits, attempts to state a mission which may or may not reflect operational goals, but which does reflect goals considered to be palatable within the environment on which the organization must depend for resources and survival.

For example, the mission of a community college could be to prepare youths for the job market and for the realities of life, to provide a vocational learning experience, library and recreational facilities for adults in the community, and to serve as a cultural and educational center in the community.

Although typically vague, mission statements may somewhat delimit the range of expectations people in the organization and in its environment have for the organization. However, before any meaningful analysis can be made of the range of activities that occur in the organization, information about the mission must be supplemented by more precise statements of operational goals.

Goals

Prior to 1970, the literature on the goals of organization was ambiguous and imprecise: Perrow (1970:133) and Gross (1971:23) both deplored the lack of attention theorists had given to this concept which was central in the analysis of organizations.

In other quarters, Udy, Parsons and Firth carried the contention a step farther: "formal organizations have objectives which are explicit, limited and announced " (Silverman, 1970:9).

However, Churchman (1968:180), Silverman (1970:10) and Perrow (1970:134) have warned of the problem of reification (which is usually of concern to sociologists, rather than systems theorists): that it may be inappropriate to consider that organizations have goals in the sense that people have goals. March and Cyert (Kast, 1974:154) posed the problem in this form: (1) individuals have goals; collectivities of people do not; (2) what is analagous at the organizational level to goals at the level of individuals?

Thompson (1967:127) acknowledged the obvious pitfall in reifying organizations, but he also asserted that there was little to be gained from insisting that an organization's goals were, instead, somehow the accumulated goals of its members.

Thompson (1967:128), and later Kast (1974:154-5), proposed similar resolutions to the above problem. Organizational goals should be viewed as the results of bargaining among those interdependent individuals inside and outside the organization who collectively possess power to commit the resources, or, in Thompson's words, organizational goals are "the future domains intended by those in the dominant coalition".

Subsequent to 1970, the literature on organization goals has been supplemented by the development of several new concepts, many of which resulted from considering organizations to be systems, and from using systems approaches in organizational analysis.

Kast (1974:152) reviewed a variety of the earlier concepts in pursuit of a more precise definition. He noted that since goals must be the desirable results of an organization's activities, they must therefore include objectives, purposes, missions, dead-lines, quotas, and the need for the organization to legitimize its activities. Finally, he defined

organizational goals as

the objects toward which organizations direct their energies and concerns. If an organization is a means of accomplishing ends beyond the capacities of individuals, goals are collective ends translated into socially meaningful terms. Often . . . defined by action, goals also influence organized activities, for a well-established goal . . . legitimizes . . . action.

Systems theorists such as Parsons (1960) and Kast (1974:153) often consider the goals of one subsystem as inputs to other subsystems. The main advantage of this conceptualization seems to be the emphasis which it places on the phenomenon of limited freedom in organizations to set goals (Baldrige, 1971:24).

Attempts to define organizational goals have led also to concepts involving types, classes, or hierarchies of goals.

Baldrige (1971:27-279) devised five classes of goals for a research study involving 47 universities: (1) output goals which reflect products, services, skills or which are intended to affect society; (2) adaptation goals which reflect the need for a university to come to terms with its environment; (3) management goals which reflect decisions on who should run the university and how; (4) motivation goals which seek to ensure a high level of satisfaction on the part of students and staff; and (5) positional goals which serve to maintain the status of the university.

Churchman (1968) emphasized the importance of knowing what the real goals are before attempting to determine whether a particular approach to designing an organization may constitute a gain.

Newman (1973:66) described two types of objectives. The first reflects what the organization is for: outcome or output goals. The second type is survival goals, or support goals. Newman conceptualized both types at the same level, even though survival goals can be considered

as pre-requisites for output. He argued that to avoid distorting the relative importance of the two types of goals, it was necessary to understand that survival is not an assured precondition; rather, survival is often the most crucial goal and as such can eclipse erstwhile high priority output goals.

Peterson's earlier (1970) review of 90 works in the literature had also led to an "outcome-support" typology. He recommended that outcome goals be stated as measurable objectives by relevant professionals in the organization working in a task force of about twelve members. The process possibly should employ a modified Delphi technique and should culminate in open hearings to finalize goal statements.

An approach to developing concepts of organizational goals was used by policy scientists such as Baldrige (1971) and Jantsch (1970) who considered all major decisions in organizations as negotiated compromises among competing groups. Thus goals are not given essentially from outside, but result from the selection of values, the seeking for norms, and the invention of objectives, all of which may require modification as information about implementation strategies and value systems is fed back to the planners. The process is depicted in Figure 5.

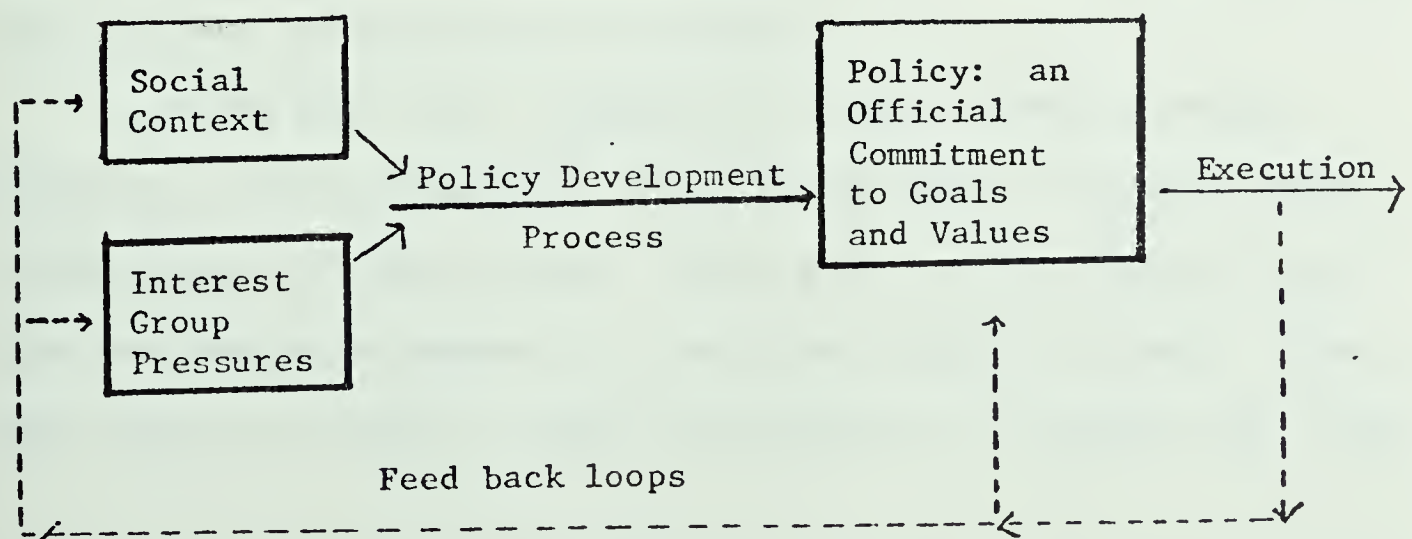


Figure 5

The policy science approach seems to have provided a point of departure from the earlier concepts of organizational goals to a sophisticated analytic framework derived from organizational sociology and systems theory.

Kast (1974) defined an organization as an open socio-technical system composed of five subsystems: goals and values, technology, structure, psycho-social and managerial. The goals and values subsystem is of key importance in relating the system to its environment, in determining the nature of the technology and structure, and in establishing the relationships among the people in the organization.

Following March and Simon, Kast considered organizations to be coalitions formed to achieve goals which the members possess, but cannot achieve individually. Thus an organization's "goals" result from the ongoing bargaining among the members of the coalition.

Kast described three levels within this concept of goals. To survive, the system must meet environmentally imposed goals. This means that environmental demands become goals of the system, and that exploiting the environment becomes a goal. At the environmental level, goals result from negotiations within a coalition that includes members from both the system and the environment.

At the next level, system goals, such as survival, output, stability, growth, enhancement of system and member status are states toward which the system strives. These goals are the results of negotiations between the members of a coalition within the system. These goals tend to be actual rather than official, to be dynamic, and to be

compromises between environmental goals, individual members' goals, and the production-oriented goals of the technical subsystem. The system level goals often imply means to, and priorities among, other systems level goals.

At the third level are individual goals. This level includes the results of bargaining when coalitions are formed to seek the achievement of commonly held individual goals.

Goals established at one level require certain means for their accomplishment. These means become the goals at a lower level in the system.

The hierarchy of goals and the means-end chain have important implications for organization structure. Generally the division of labour and functional specialization within the organization is based on the means-end chain

Theoretically, in a rational organization, the means-end chain would be perfectly integrated with the hierarchy and departmental specialization (Kast, 1974:161).

In practice, perfect integration is impossible because of lack of perfect knowledge about means and ends, and thus the lack of agreement about which means lead to which ends.

Finally, Kast derived a three level approach to describing the administrative levels in a complex organization. At the institutional level of the hierarchy, there are broad goals which imply substantial flexibility in the means for their attainment. The second level, the managerial, integrates the activities of the technical level with the requirements of the institutional level. These goals are still quite broad, but can be stated in operational terms; budgets and program enrolment targets are examples. The third level is the technical one, which is concerned with the performance of actual tasks. Goals at this level

are very specific, short-term, and usually measurable.

The administrative functions at all three levels primarily involve mediation in the bargaining processes by which coalition members arrive at means or ends types of goal compromises.

Summary and Conclusion

1. The concept of goals is central to analyses of organizations, because organizations are defined as contrived groups of persons working collective goals which cannot be achieved by individuals.

2. Goals of individuals and goals of organizations are different, but parallel concepts. Individuals are to goals, as organizations are to the results of continuous bargaining within the coalitions that comprise organizations.

3. Official statements of organizational goals may be considered as the organizational goals. Even though perfect consensus may not exist with respect to such a statement, the existence of the statement implies that it results from bargaining among the members.

4. Goal analysis may provide a basis by which "to account for structural variables in universities" (Gross, 1971:22 in Baldrige); "hierarchy of goals and the means-ends chains have important implications for organization structure" (Kast, 1974:161).

5. In an analytic framework, organizational goals can be classified as output goals reflecting products, services, skills, or orientation intended to affect society, or as support goals for the survival of the organization. These classes of goals can be conceived of also at three levels: institutional, managerial, and technical.

6. The same framework could accommodate a further dimension of

organizational goals as means, and as ends between or within successive levels.

Means-ends chains of output and support goals in relation to a hierarchy of institutional, managerial, and technical activities provides an analytical framework in which to analyse both stated goals, and goal-directed functions or tasks as delineated by an institution during the design of an administrative structure.

In the analysis of the case in the next chapter, propositions and relationships consistent with this framework will be considered.

THE CONCEPT OF DUAL STRUCTURES

Although not a research hypothesis in the present study, the dual structure assumption of the design project at Red Deer College is of central concern in the present study. Since the college accepted this assumption for the purposes of both the model and the actual structure to be implemented, it was deemed essential that the present case study address this assumption.

The dual structure assumption is that when the administrative structure of an organization is viewed as comprising a policy development structure and a policy implementation structure, the apparent inconsistencies between scientific management concepts and humanistic management concepts are effectively reconciled.

THE DUAL STRUCTURE CONCEPT IN RELATION TO AN OPEN SYSTEMS MODEL OF ORGANIZATIONS

Introduction of the Concept

The dual structure view is that there are two types of admini-

strative structures in organizations, the policy development structure and the policy implementation structure, each of which has characteristics that are not necessarily dependent upon the characteristics of the other; both structures might be in one instance bureaucratic, but in another situation or organization the policy structure might be participatory and the implementation structure highly formalized.

The researcher explored this concept in 1971 during conversations with Dr. Francis C. Thiemann* outside the context of the present research or the design project at Red Deer College. The basis for the original concept was the reconciliation of two situations in community colleges which seemed desirable, but in mutual conflict: the need for policies to be established by participatory means involving administration, faculty and students; the need for established policies to be implemented quickly and efficiently without the delays associated with administration by collegial bodies, consensus groups, and endless referrals to one committee or another.

The proposal for reconciling these two situations was an approach to governance which provided reasonable time and opportunities for organizational members to participate as equals in debating values, philosophies, and goals and to formulate policy by consensus, democratic process, or other acceptable means; the proposed approach also provided for implementation of these policies by means of an efficient bureaucracy involving the same persons who made the policies and who therefore understand the need for and substance of the policies. Opportunities and mechanisms for participation evolve and, according to the proposal,

* Thiemann at that time was an associate professor of educational administration at the University of Alberta.

administrators who advocate and are involved in participatory means of policy development should not be viewed as inconsistent or inhumane when they use necessary authority or sanction to ensure policies are implemented after closure on the debate is called and the decisions are made.

The analogy of Newman (1973:22) is vivid; at various points in a football game the players huddle and the relationships are participatory; when the group breaks into action, the players take up distinctive positions and fulfill action roles.

This proposed approach to governance was later incorporated into the model for the design project at Red Deer College as described in an earlier chapter.

The dual structure concept of the present study was defined in more general terms: (1) policy and implementation structures are not necessarily viewed only as participatory and bureaucratic in their respective natures; (2) consideration is not limited to a particular kind of organization, the community college.

The advantage of this concept of structure is that it accounts for organizational activity patterns which otherwise seem to be in mutual conflict. The concept does not require that an organization be classified according to characteristics of one dimension with other characteristics either ignored or unexplained.

More specifically, bureaucratic and open systems characteristics can coexist in one organization without conceptual conflict, though there may be conflict between the referents in the organization under study.

Examples of application of the concept. Litterer (1973:336-339) compared the fundamental characteristics of organic and mechanistic

organizations. By acknowledging the existence of both types of characteristics in a single organization, he explained a hypothetical conflict:

The organic organization, while it does not stress hierarchical structure, is nonetheless structured. Structure is on the basis of expertise in handling the problem faced at the moment. Hence it may run counter to the formal hierarchy The "best authority" is settled not by hierarchical directive, but by consensus.

On the basis of the dual structure approach, the analysis would determine that problems within the realm of established policy will be handled through the formal hierarchy by means of policy implementation activities.

On the other hand, if the problem faced at the moment had not been faced before, one of two situations would arise: (1) a consensus group representing management and others affected would formulate a new policy on the assumption that similar, new problems would present themselves; if the consensus group could not act fast enough, a policy already in place might assign someone or some unit to attempt a contingency solution. (2) the consensus group might simply establish broad terms of reference for an ad hoc task force or individual to deal with the problem. The "best authority", as in Litterer's analysis, would be settled by consensus, but it could be empowered and facilitated if necessary by hierarchical directive.

A second example involves individual commitment to the organization. Litterer (1973:340) contended that in the organic organization the member's commitment is "far more extensive" than in the mechanistic.

In the mechanistic organization, the task and the length of the work day are explicitly defined. Once the work day ends, the organization authority and the individual's obligation for commitment ends. In the organic organization commitment is to what has to be done. If things are required outside what might be normal tasks, one is still expected to do them.

The dual structure concept would suggest a different analysis:

in fulfilling his day to day tasks as set forth in policy in which the individual has participated, he may or may not feel that his commitment ends simply when the day ends. Commitment can be related to many factors: informal relations in the organization, personal enjoyment afforded by a particular piece of work, one's homelife, and the extent and nature of participation that one perceives was afforded in the development of the policy now being implemented.

In other words, individual organization members experience many levels of commitment in both modes of activity; commitment is not the exclusive domain of one type of organization.

It remains for the organization, not the analytic framework, to establish a policy development structure that offers individual members opportunities to participate in the development of the policies which they later will have a role in implementing.

Reconciliation of dichotomous views of organizations. The foregoing mechanistic-organic view is one of several similar dichotomous pairs in the literature on organizations. Table 1 lists a few of these concepts, indicates a usual context in which each is applied and provides a frequently cited literature reference for each.

Like organization theories as defined by Mouzelis, the dual structure concept is an attempt to resolve the inconsistencies implicit in such dichotomies. According to Mouzelis (1976:208), the organization theory label has two meanings in the literature: in a broad sense, it refers to all kinds of studies on formal organizations; in a restrictive sense, it refers to specific approaches intended to

. . . integrate under a coherent theoretical scheme all those aspects . . . treated one-sidedly by the human relations school [with] the classical management theory.

Table 1

Contrasting Concepts of Organizational Characteristics

Concepts (frequently cited authors)		Usual Context
Mechanistic	- Organic (Burns & Stalker)	Rigidity of lines of authority & communi- cation.
Scientific Management (Taylor; Gulick; Fayol)	- Humanistic (Likert; Bennis)	Mode of management in relation to motivation, efficiency, and other aspects related to individual members.
Closed System	- Open System (Parsons; Perrow; J.D. Thompson)	Nature of Organiza- tion in relation to its environment.
Rational System	- Social System (Baldrige; policy scientists such as Jantsch)	(a) quality of informa- tion and subsequent decisions. (b) nature of goal setting processes
Bureaucratic (Weber, Merton)	- participatory (Likert)	Degree that activities are regulated by rules as opposed to indivi- dual and group discre- tion
Formal	- informal (sociologists: see Mouzelis, 1967:70 & 148)	related to organiza- tional as opposed to individual goals.
Initiation of Structure	- consideration (Ohio studies)	leadership style
Centralized	- decentralized	decision level in organization structure

Where organizational theory is used in this sense, it is underlined in text.

To Mouzelis (1967:127) the basis for an organizational theory lay in considering the "total organization as a unit which solves problems and takes decisions." Thus, conflict resolutions, uncertainty avoidance, adaptiveness of the organization internally and to its environment, communication networks, and system equilibrium supported by a feedback network, could all be accommodated within a single conceptual framework, according to Mouzelis. However, according to Mouzelis, one important dimension, the integration of non-rational and rational aspects of decision-making at levels higher than individual decision-making, has not been achieved by the March and Simon organization theory:

The idea of human rationality being limited by all kinds of constraints clearly allows for the examination of such phenomena as group norms, extraorganizational loyalties, emotional drives, [etc.] But this integration stops on the level of the individual decision-maker (1967:136).

Mouzelis concluded that since analysis of an organizational group cannot be reduced to a psychological study of its members, the multi-level concepts pointed to by Parsons need to be pursued in the search for organizational theories.

The implication of this for the present conceptual development is that the dual structure concept may provide a point of departure for further theorizing since there is a potential for handling full ranges of types of goals, tasks, decisions, and activities. For example there is no debate whether to view goals as the individual's, or as the organization's because both kinds are accommodated in the framework.

At this point, two final references are particularly supportive of the conclusion that the dual structure concept is a useful framework

for organizational theory. The theorist Mouzelis concluded that

. . . organization theory (decision-making) . . . re-emphasizes the rational aspects of the organization, and has provided a framework for integrating the human relations and the formal management approaches (1967:168).

An organizational design consultant-practitioner argued that the "action frame of reference" for design is concerned with the simultaneous, reconciled application of analytic frameworks from the task-analysis school and the human resources approach (Clark, 1972:248).*

Literature Pertinent to the Dual Structure Concept

The preceding section examined the dual structure concept as a framework for organizational theory building, and introduced the concept as part of an analytical framework. The latter was developed in a review of literature which is reported in this section.

Two years subsequent to the discussion of this concept with Dr. Francis Thiemann, the researcher sought titles related to the topic in the literature. Thiemann's speculation that "there are few--very few--pieces of literature that may be helpful [except for the impending Carnegie Commission Reports on Higher Education]" (1973:1) seemed indeed true until a further, more intensive search between 1975 and the present yielded the substantial body of literature which is reviewed in the following paragraphs.

In a discussion of coordination, Litterer (1973:447-473) posited two main forms, voluntary and directed. One form of voluntary coordination (in addition to the individual's identification with the organization, his role perception, and certain inducements) is the existence in the

* This work is reviewed more fully in the following division of the present chapter.

organization of preforming decisions which enhance the likelihood of coordinative action. Policies, the most general of such devices, are broad statements of an organization's intent and of the way that the end might be achieved, and as such leave broad areas of discretion.

Directed coordination was contrasted by Litterer to voluntary coordination. Direct personal supervision, and its more efficient surrogates, rules and regulations, comprise the basis for directed coordination. Close supervision may lower morale; lower supervision may reduce productivity. Litterer implied that rules may be preferable to personal surveillance because the latter is a more costly form of coordination. He did not in this context speculate on possible offsetting benefits of personal surveillance in that it provides opportunities for the supervised member to participate in decision-making in the organization; neither did he speculate whether employee participation in the formulation of policy (preforming decisions) would reduce the need for surveillance.

In the context of centralized and decentralized decision-making, Litterer subsequently arrived at a conclusion which is relevant here.

Participation seems to be an essential aspect of decentralized operations. It does a number of important things. First, it elicits many ideas and information . . . unobtainable by any other means. Second, it gets the lower executives involved in the fundamental decisions of the organization. When the decision is finally made, these individuals are much likelier to accept it than if the decision were handed down as an edict. [emphasis added]. Participation is also perhaps the most effective way to make sure that the policies of the organization are completely understood, not only in their letter, but also in their intent (1973:643).

Litterer did not, however, allude to the dual structure concept in the sense that whereas preforming decision-making could involve decentralization, routine implementation of policies could simultaneously be guided by standardized (centralized) rules and procedures.

Henderson (1970) sketched a history of the patterns of control over universities in the U.S. since the founding of Harvard in 1635. He dealt with control in contexts of policy, student participation, possible forms of governance, and the university as a system. In a case study of Antioch College, Henderson reported that

Antioch developed two frames of reference for its organization structure. [There was] a differentiation between policy-program formation, and administrative implementation.

There was a policy-making council comprising president, representatives from administration, faculty and students; administrators were not able to dominate decisions; council elected one-third of the trustees. The distinction between policy-making and program implementation, which according to Henderson was advocated by Woodrow Wilson, enables appropriate persons to participate in policy, and appropriate individuals to be free to administer the policies. Henderson concluded that the best structure for participative policy-making is not the model of mediation and negotiation, which leads to polarization and stalemate, but is the "group participative model", which best promotes the overall purposes and functions of the institution. "The group participative model. . . derives from the concept of consensus" (1970:252).

Henderson advocated this model because (1) it avoids to some extent the disadvantages of the negotiation model; (2) because neither faculty nor students should govern; rather each should have some voice in policy-decisions; and, (3) ". . . representation of primary groups in the high decision-making council is feasible and more desirable than any other plan" (1970:253). Henderson, like Litterer, concluded that participation will foster full acceptance of the policy upon subsequent implementation.

Finally, Henderson advocated the use of overlay charts, rather than a single drawing, to depict organization structure. For policy, a chart should use overlapping circles to denote interaction of the primary groups and individuals; ". . . the execution of decisions and the subdivisions of labor can be more accurately portrayed by the job-pyramided structure". Henderson's concepts are highly consistent with the design model used in the college.

Peter A. Clark (1972:157) reacted to the policy-scientists' lament that there were so few university trained, professional policy analysts: Clark would have preferred that

. . . an equal and perhaps primary stress [be given] to the changing of the decision-making infrastructure of enterprises so that there [would be] greater emphasis upon policy-making. [This would] require a radical transformation of the policy-making structure of enterprises.

Thus, Clark acknowledged the importance of a structure for policy making, although he did not suggest isolating it from implementation structures for analytic purposes.

In the introduction to Strategy and Structure, Chandler (1963) developed two propositions as his point of departure. The first held that administrative activities of an organization constituted specialized, full-time roles for administrators. (This is significant, here, in that it speaks to a feature of the college's design model which pictured an organization as a set of differentiated, interdependent goal directed task activities.) The second proposition was that administration comprised two types of tasks, "long-term planning and appraisal", and "smooth and efficient day-to-day operation".

. . . the distinction between these two types of activities or decisions is often not clear cut. Yet some decisions clearly deal very largely with defining basic goals and the course of action and

procedures necessary to achieve these goals, while other decisions have more to do with the day-to-day operations carried out within the broader framework of goals, policies, and procedures (Chandler, 1963:9).

Chandler's second proposition and the dual structure concept of the Red Deer College design project are clearly compatible.

Taking a wide perspective on university governance, Baldrige (1971:11) identified five stages of analysis in what he referred to as a political model.* The first two refer to internal and external social structures and influences that these exert on the organization. The third stage, legislation, refers to a particular external structure by which various political forces are sorted out.

Within the political milieu of these three stages, Baldrige viewed the climax of conflicts and resolutions as organizational policy making which legitimates the authority required for the organization to commit itself to one set of values and one set of goals.

In the last stage, "the battle is at least officially over, and the resulting policy is turned to the bureaucrats for routine execution" (Baldrige, 1971:13).

Litchfield (Baldrige 1971:150-168) classified a variety of administrative activities as policy preparation, resource management, and policy execution. An aggregation of the second and third yields a dual concept very similar to those described above.

Litchfield's and Chandler's works are more than ten years old and, interestingly, both emphasized the importance of recognizing administration as a highly specialized profession. Moreover, both regretted how

* These five stages are depicted (in another context) in Figure 5. Page 97, of the present study.

infrequently universities seem to recognize this; or if they recognize it, they fail to provide senior administrators sufficient time and resources to develop sound policies through consultation with their colleagues in the faculty and with others.

Helling, a community college president, echoed this sentiment in an analogy between the 250 pound student being drafted to play center on a basketball team, and the faculty member, expert as a teacher, being asked to administer:

I maintain [instead] that community colleges are successful in part when task assignments are made appropriate to training and responsibilities If the community college is to flourish we must not return to a losing model--participatory governance (1973:16-17).

Newman (1973) specifically referred to the dual nature of organizational activity. Before there is implementation, there must be a decision-making stage. "People who made certain decisions are not necessarily those who will implement them" (1973:20); thus the feedback of information from the partial implementation and implementation stages to the decision-making stage in question or to subsequent ones involves a complex subsystem.

Like Litterer (1973:643), (Henderson 1970:252), and Perrow (1970), Newman recognized that

. . . much time is wasted debating whether bureaucratic organizations . . . are the antithesis of democratic ones There is no real conflict between a democratic way of making decisions and the hierarchal nature of their implementation; the difficulty may be in the shift of style that is needed from one stage . . . to the other (1973:22).

Newman went a step farther and stated that the purpose of participation at the policy stage was to ensure that those involved in implementation not only input ideas, but also clearly understand what is

expected of them during the implementation stage.

[Although] not often recognized as important in an organizational situation where accountability and authority are involved it is essential that the decision, when taken, [be] then stated with authority, even if the decision has been arrived at by. . . consensus, or full participation.

This additional point of Newman--that even participative policies need to be stated with authority--supports a new component of the dual structure concepts.

In this review of literature, the references cited prior to Newman support the dual structure concept as an interesting and perhaps useful analytic tool. The final argument of Newman--that policies, even if arrived at by consensus, need to be stated with authority--implies that the dual structure concept not only is interesting, but also may be a mandatory basis for organizational analysis and theorizing.

A very recent work (Behling and Schriesheim, 1976) presented an excellent foundation for the dual structure concept. Their arguments follow on a comparison of three systems approaches.

The rational systems approach views the organization as the unit of analysis and assumes the unit is fairly free to set its own goals. In addition, each individual's role in the achievement of the goals is derived from the goals and is often accompanied by rules and procedures.

The social systems approach views the organization as a collectivity of small groups and individuals whose personal goals somehow combine as the organization's goals. This approach emphasizes the need to soften the dehumanizing effects of the bureaucracy, and to leave properly motivated workers free to group into task forces which will solve organizational problems with an efficient matching of tasks and individual members' skills.

The open systems approach emphasizes that environmental pressures together with the interaction of these with internal structures are the determiners of organizational goals. According to Behling and Schriesheim (1976:221), the open systems approach allows that the previous two views are appropriate, each in certain circumstances: mechanistic structures function well for organizations in stable environments; organic structures, for organizations with unstable or uncertain environments.

As subsequent sections reveal, the open-systems approach was advocated in the earlier, standard works of J.D. Thompson (1967) and Perrow (1970, 1972).

The open system model is central in the development in this chapter of a theoretical framework:

1. The goal establishment basis for distinguishing the three systems approaches links together many of the concepts identified in the earlier discussion of organizational goals.

2. That the open systems approach can be viewed as subsuming the rational and social systems approach is parallel to, and also takes into account, the notion that administrative structure comprises implementation and policy structures.

3. The organizational theory thrust in this analysis requires concepts which reconcile bureaucratic and humanistic approaches to the understanding of organizations. The open systems approach is highly relevant for organizational theorizing since it can reconcile through combination rational and social systems approaches which respectively embody bureaucratic and humanistic values; moreover, the open systems concept subsumes the dual structure concept which was, itself, propounded in this chapter to be a potentially practicable framework for an organi-

zational theory, as defined by Mouzelis.

Thus, the basic frame work for the analysis of the case in complete. Further arguments relevant to the open systems aspect of the framework constitute the remaining paragraphs of this section. First, it is documented that there was considerable support in the literature for the open systems view of Behling and Schriesheim. Second, task analysis concepts are introduced in the context of the rational system dimension of the analytic framework, as well as in relation to the design model of Red Deer College as described in the case.

The Perrow critique of human relations. This critique helps emphasize the essential bureaucratic or rational dimension of the present analytic framework, and thereby adds legitimacy to the coexistence of bureaucratic and humanistic principles as equally palatable and equally necessary aspects of the conceptual frame of reference. Neither set of principles is "superior", rather, each is indispensable for viewing organizations in certain situations.

Perrow's (1970) thesis constituted a critique of the human relations model of organizations as a means for developing strategies for helping the organization achieve appropriate goals, and an argument that the structural view provides a more efficient approach to adaptation and problem-solving.

His criticism of the humanistic approach included the following points: (1) changing the behavior or the personality of an organizational member is difficult; for example, teaching a manager how to delegate is difficult and expensive; (2) "people problems" are often structural problems; for example, the trait studies in the field of good leadership always lead to situational variables; (3) the lack of structure (rules,

policies, regulations) often does not "open the climate", but instead stymies employees, renders role expectations ambiguous. Graphic examples were given in another volume (1972:26,32-4), the portrayal of "collegial" university).

Perrow's counter-proposal was that structure, technology, and goals, rather than interpersonal relationships and morale are concepts that offer promise in devising strategies for organization to achieve their goals. The basis for this conclusion included the above critique and the following arguments: (1) there is an enormous, inexpensive potential for changing behavior through rules, role descriptions, reward structures and communication lines which impinge continually on every member of the organization and become part of stable expectations for his role. (2) the above approach does not attempt to change personality or private life, or to invade privacy, and it can avoid "discontinuity between what is preached and what actually is allowed" (Perrow 1970:176).

Finally, Perrow described the relationship between goals, structure, and technology which were necessary to understand in devising strategies: environments in interaction with the organization influence the establishment of goals; goals dictate alternative technologies that are most appropriate; structures can be derived by considering goals, environments, and technologies at points in time.

We were not successful in laying out a clear pattern [for actually linking] goals to structure and technology. Such sophistication will take some time to achieve (1970:181).

Thompson's socio-technical view. This concept of J.D. Thompson (1967) supports the open-system aspect of the framework. It reconciles rational systems and social systems--as did Behling and Schriesheim's concept--in a unique fashion.

Thompson presented a series of propositions relating organizational structure to other characteristics. These propositions will be used in conjunction with the present framework in the analysis in Chapter 5. Here, the arguments of Thompson which are particularly germane are summarized.

He analyzed (1967:4-13) polar opposite versions of closed systems approaches, and open systems approaches. In so doing, he argued that it is very often inappropriate to consider organizations as closed systems because of uncertainty or instability in the environment, and because of the diversity of ways that organizations plan and implement to deal with their environments. However, because of the extent of uncertainty and the unmanageably large number of variables, a bounded rationality must be adopted or else no organization could make decisions or function for long. Thus the rational aspects of closed systems may be useful in explaining or directing the activities of organizations provided that such rationality is circumscribed by available knowledge about the natural system (social system) phenomena such as feedback, and adaptation; status, motivation, and other non formal aspects; equifinality, and non-closed models of logic.

Thompson's (1967:10) definition of an organization involved a dual concept:

. . . complex organizations [are] open systems, hence indeterminate and faced with uncertainty, but at the same time, [are] subject to criteria of rationality and hence [seeking] determinateness and certainty [emphasis added].

Thompson's concept of the dual nature of organization is much broader than the dual concept of structure. However, the latter can be fitted into the former, and hence the two are essentially consistent

for analytical purposes.

The design model used in Red Deer College to develop an administrative structure incorporated the dual structure concept with a second concept which Behling and Schriesheim (1976:217) classified as belonging to the rational, or closed systems view. This concept is that since goals can be stated, it will be possible to delineate all those activities or functions which are necessary to achieve the goals, and through analysis of these functions to predict roles and structures by which the functions can be performed.

A later analysis of the college's design suggest that the above, apparently closed system assumption, has some validity in an open systems concept since the particular systems concept used herein is really a dual one.

For the present chapter, it will suffice to report the following discussion of this concept from the literature.

In spite of the debate over definitions and types of goals, all the works cited above and in the review of literature on goals agree that organizations are defined as tools to achieve goals and that understanding organization action requires analysis of the goals that they pursue.

. . . from the basis of the organization's goals, the organization's main tasks must be identified and its structure devised to enable those tasks to be carried out (Newman 1973).

ORGANIZATIONAL DESIGN

The third major division of Chapter 4 reviews a recent body of literature on organizational design, which has been alluded to already.

The Origin of Organizational Design

Although concepts of structure such as hierarchy, role, span of control, differentiation and coordination have been common in the literature since as early as the writings of Weber and Taylor (Silverman, 1970), organizational design did not really emerge until the mid 1960's (Clark, 1973:21).

According to Galbraith (1973) and Clark (1972), there were three branches of origins of organizational design: the early literature on principles and maxims; industrial technologies approach; and concepts of planned change as applied to organizational development (OD).

Early maxims. Early literature on principles for organizing which is most often referred to include the works of Weber, Gulick, and Taylor. Tenets common to all three writers were (1) task specialization, (2) standardization of role performance, (3) unity of command and centralized decision-making, (4) uniformity of practice, (5) no duplication of (functional specialization) (Katz and Kahn, 1967:72).

As subsequent theorists recognized that such concepts overlooked the forces in the environment, neglected exchanges between the environment and the organization, ignored variations in technology, and failed to account for informal dynamics, the tenets were revised somewhat: (1) create maximum specialization by limiting the number of tasks in a role; (2) reduce the variety of tasks in a role to minimize intrarole conflict; (3) maximize repetitiveness; etc. (Clark, 1973; Mouzelis, 1967; Krupp, 1961).

The revisions were inadequate and attention swung from scientific management to the human relations school which was not without maxims. For example, (1) create a maximum of task variety in each role; (2) create

a meaningful pattern of tasks involving various levels of effort and attention; (3) ensure that the role includes responsibility for quality control; (4) include role tasks requiring recognized, respected skills; (5) make provision for role interdependence by means of interlocking task requirements; and (6) enable groups resulting from permanent task interlocking to set standards and to control such boundary tasks as quality maintenance (Clark, 1972:30).

The most notable aspect of the latter two sets of principles is that they are diametrically opposed and, thus mutually exclusive.

Technology determinants. The second kind of organizational design included the work of Burns and Stalker, Joan Woodward, Alfred Chandler, and Lawrence, Lorsch and others. All of these were concerned with discovering predictable relationships between organizational functions and tasks. According to Galbraith (1973:2-7):

1. Woodward found a relation between structure and output; scale. With small batch operations, flat organizations occurred and were effective; conversely, mass production operations used tall structures effectively.

2. Chandler concluded that firms seeking centralized growth adopted structures which were differentiated by function; firms seeking growth through diversification developed structures which were differentiated by product or by geography.

3. Richard Hall determined that research and development operations developed organic forms of structure, whereas production departments used mechanistic forms.

On the basis of an empirical study of ten organizations, Lawrence, Lorsch and Dalton (1970) derived the differentiation and integration

approach to organizational design. Differentiation was defined in terms of differences in the cognitive and emotional orientations among managers in different functional departments, and the differences in formal structure among these departments (1970:5). Integration was the quality of the state of collaboration that exists among departments that are forced by the environment to be interdependent.

Differentiation was found to be dependent upon the degrees of certainty and homogeneity in the environment. Differentiation and integration were found to be inversely related and in conflict.

Edgar Schein (McGuire, 1974:25) referred to organizational design problems:

The traditional role of the behavioral scientist working in organization was to work on individual or group problems that were identified by higher levels of management. Often the behavioral scientist helped to identify such problems . . . , but only rarely did he get involved in top-level corporate issues and problems of organizational strategy and tactics

The significance of [non traditional theorizing about structure and design] is that an area that had traditionally been considered far too complicated to be studied empirically . . . has come to be clarified.

For a large number of writers, interest in the relationship between structure, and technology was supplanted by investigations of the influence of technology on a wide range of organizational variables. A recent survey of 14 major studies since 1965 was done by Lynch (1975). These studies are not directly relevant here, but they include the well known Aston studies which examined technology in relation to workflow characteristics. According to Clark (1972:11), organizational design should be distinguished from work design in industrial engineering as pursued by the Aston group.

Organizational development. Like its parent concept, planned change, organizational development (OD) reflected an awareness that

human relationships in organizations cannot be altered except through intensive, systematic approaches aimed at changing not only individual behavior in organizational settings, but also organizational actions in respect of individuals. OD is a problem-oriented process: the organization is helped by consultants to recognize the need for change, to diagnose the problem underlying the need, and to implement a "grass roots" solution.

Definitions of Organizational Design

Organizational design as compared to OD reflects Perrow's skepticism about human relations approaches--the feasibility of using human relations approaches to change personality, motivation, and value orientations of a whole array of organizational members. Instead, organizational design

. . . is concerned with making decisions about the forms of coordination, control and motivation that best fit the enterprise. In making these decisions, it is necessary to consider external factors like the market, and internal factors like the needs and aspirations of the members Organizational design is ultimately concerned with the way in which decision making is centralized, shared or delegated, and the way the enterprise is governed (Clark, 1972:18).

Krupp (1961) distinguished between "the framework for carrying out the responsibilities and the motivation of members", and thus recognized the two aspects of the dual structure concept. However, his definition only accounted for the first aspect.

Organizational design describe planned delegation of authority and the assignment of functions. A properly designed administrative machine has correctly assigned positions and levels of authority. These relationships make up the hierarchy--the line, scalar chain, executive levels, chain of command. Functional allocation--the classes of tasks that are collected and allocated to given positions of the administrative pyramid--is part of this delegation (1961:79-80).

As reviewed in the preceding section of this chapter, recent writers generally agreed that organizations should be designed to accommodate not only routine tasks, but also problematic decision processes which involve various forms of participation by organization members. Moreover, they agreed that organizational design, although practice oriented, was and ought to be firmly founded upon good organizational theory (for example, Clark, 1972:11).

Clark (1972:18-21) described the process of organizational design as well as its nature.

1. Design is an activity in which behavioral science practitioners advise on the appropriateness of alternative systems of organization.

2. Design accounts for both internal and external factors, and thus the most suitable solution at one period may be discarded because of a change in the environment.

3. "Organization design is concerned with making decisions about the forms of coordination, control, and motivation which best fit the enterprise" (1972:18).

4. Design, like planned change and organizational development processes, may involve consultants; organizational design is unlike planned change and organizational development which emphasize behavior and behavior change, and motivation to such an extent that structure is of little or no consequence, or is viewed as a natural, unplanned outcome of planned change in behavioral aspects of the organization.

5. Unlike OD, organizational design does not use "packaged" solutions to generalized problems researched in a variety of settings.

6. Organizational design requires a capacity for generating alternative designs for the same sets of tasks. The evaluation of these

designs involves task analysis approaches in the context of an organizational self analysis of differences between the alternatives and the existing structure.

7. The focus of organizational design is the whole enterprise.

8. The strategy for organizational design must include a strategy for ensuring utilization.

Clark also reported an organizational design approach which incorporated the above processes and characteristics. This approach and another a case study of organizational design are reviewed in the next and final section of this chapter.

Other approaches, such as the differentiation-integration approach of Lawrence and Lorsch, will be referred to as required in the analysis reported in Chapter 5.

A REVIEW OF SIMILAR CASE STUDIES

Introduction

Organization design is a new activity which is hard to imagine because of the paucity of the existing stock of examples (Clark, 1972:11).

Nevertheless, the present researcher found that the techniques and in some instances the findings of the following case studies were pertinent.

CCE Ltd.

This study reported by Clark (1972) concerned the organizational aspects of designing a new, advanced, technologically integrated factory which was destined to replace three semi-autonomous factories.

CCE Ltd. engaged a team of consultants who declined to advocate

particular human relations solution, which CCE Ltd. believed they needed.

Instead, the team engaged in dialogue with CCE Ltd. and eventually developed a range of alternate designs to be jointly appraised.

Such an approach to structural design was referred to as the alternatives and differences approach ". . . in which behavioral scientists and enterprises become entagled in fruitful joint working", (1972:240).

The analytic framework used at CCE Ltd. incorporated the open sociotechnical systems concept to deal with the technology of work situations. A major phase in the design process employed at CCE Ltd. involved diagnosis of the structural problems of the enterprise. "The diagnostic scheme, which first examined the enterprise to environment relationship, treated subunits both separately and in relation to others" (Clark 1972: 158).

The diagnostic phase included clarification by both clients and consultants of precisely what the client group expected. The establishment of terms of reference took eight months and included three broad categories of activity: Counting or some kind of measurement such as an attitude study. Counting can be done without behavioral scientist consultants, but seldom is, according to Clark (1972:229). Naming, very rarely done by the practitioner, involved developing concepts in order to map out structures in a language mutually intelligible to client and consultant. Propositioning included, application of analytic frameworks to focus attention on linkage between key variables.

The meetings and feedback phase of the design process ensured that certain activities were undertaken on a joint basis. Whereas many diagnostic activities were done solely by the consultants, design acti-

vities were joint; "change processes organized around objective new social facts about one's own organization situation have more force for change than those organized around general principles of human behavior" (1972:231).

The joint approach was also the basis for the hypothesis that greater utilization of the results of design processes will be associated with greater extents of joint activity. Clark concluded (1973:240) that the case study provided tentative evidence to support the hypothesis.

The conclusions derived from the case study include:

1. the task analysis approach is more useful in diagnostic than design phases;
2. management of the client organization should ensure there is a capacity in the system for receiving the inputs of the consultant or the social science practitioner;
3. the alternatives and differences approach requires an accurate description of what exists in the same precise language to be used to specify the alternatives; organization design requires a capability for generating alternatives for the same sets of tasks.

The Case of UAMRC

Bonnie Jean Young's project to design an organizational structure for a university affiliated Mental Retardation Center (UAMRC) bore many significant similarities to the present study together with the design project at Red Deer College.

This was the only case study specifically of organizational design in an educational setting as opposed to an industrial enterprise. In a

doctoral dissertation, Young (1970) first of all developed an organizational design approach from the literature and secondly tested, or at least demonstrated the applicability of the approach to UAMRC, which was a hypothetical organization the description of which was drawn from the author's prior administrative and teaching experience in this type of institution.

The design model. Young's design approach adopted Thompson's (1967) proposition that design should be based on patterned variations. Young (1970:5) believed this approach was particularly suited to design for educational institutions because

. . . indices of goal achievement are not as objective in educational organizations as they are in business organizations, which measure goal attainment in terms of amount of profits. E.g. amount of knowledge learned by students is not so objective as amount of profit (1970:6-7).

Procedures were developed for defining data on five independent variables in organization structure as specified by Thompson and Churchman: (1) type of technology, (2) type of environment, (3) type of internal interdependence, (4) surveillance capacity of management, and (5) the type of goals.

Design process. The designer was required to observe the organization in question during a "full production cycle" (1970:46), preferably as a participant-observer. Organization members from the technical, managerial, and institutional levels were to be interviewed in an open-ended fashion. Young's intention was that essential characteristics of the most appropriate organizational design for the organization under observation and analysis would automatically be generated by relating the value of each independent variable to the dependent variable

in the design model. For example, if the environment were described as "homogeneous and stable", then the structural design would incorporate standardization, few units, "common process" departmentalization, and coalescing tactics of expansion.

Application. Young's application of the method to her hypothetical organization (1970:50-59) constituted descriptions similar to that in the preceding paragraph. Thus the application was self-fulfilling in that it could be limited to aspects specifically provided for in the design model.

Notwithstanding the foregoing criticism, the Young study was significant in that it developed generalized guidelines for design which could be altered in response to various combinations of values of five dimensions of independent variables. These generalizations together with corresponding propositions of Thompson (1967) provide one basis for analysis in the next chapter of the present study.

Conclusion

Galbraith (1973:4), Miklos (1970), Litterer (1973), Newman (1973), and Clark (1972) concur that a more recent assessment of the state of the art is that (1) there is no one best way to organize; (2) any way of organizing is not equally effective to any other; and, (3) there is limited expertise in design; and what expertise that exists is typically not available to senior managers or organizations as wholes.

THE ANALYTIC FRAMEWORK

The design of the present study, that is the manner in which

the case was delineated and analysed in the preceding theoretical framework, has been presented in several ways in the first four chapters.

For the purpose of further clarifying the purpose, nature, and focus of the study, the essential components of the research design are conceptualized in Figure 6. In addition, research questions are formulated to direct attention on key foci of the analysis reported in Chapter 5. It should be emphasized that the exploratory nature of the research was not intended to be restricted by these questions; the questions merely highlight some of the directions followed within the complex analysis. The questions are selected in such a manner as to illustrate the focus of each cell in the fifth block of Figure 6.

Three aspects of a theoretical framework--goals, the dual structure concept, and organizational theory as the reconciliation of humanistic and scientific approaches to management--were the bases for analysing a process for designing organizational structure and the product of the process.

Two questions for each of the six cells are derived in the following section. These questions are addressed in Chapter 5, Analysis of the Case, and the conclusions of the sixth chapter address the responses to the questions.

1. Goals - Design Process. Cell 1 focusses on the relation of systematically derived goals to the process of organizational design. Two questions to be addressed in the analysis are: (1.1) Was the system for goal classification derived in the present study used by the college during the design project? If not, what concept of goals was used? (1.2) How important was the goal based approach to designing an organizational

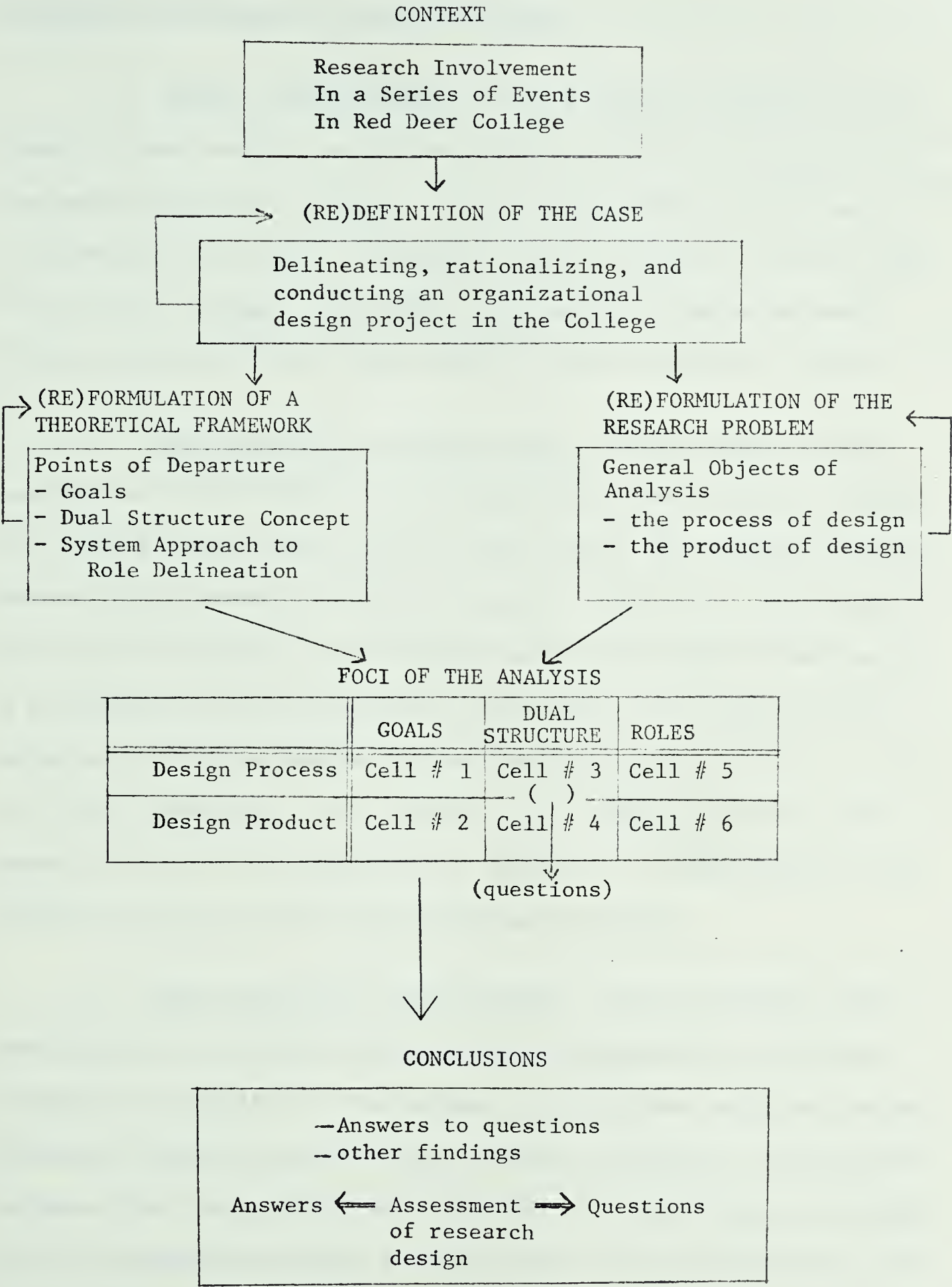


Figure 6

Conceptualization of the Analytic Framework

structure in the case of Red Deer College?

2. Goals - Design Product. Cell 2 directs attention to the impact of goal concepts on the new structure which was announced for implementation in the college. (2.1) To what extent can the impact of a stated goal be traced to particular characteristics of the new structure for the college? (2.2) What is the nature of the relationship between stated goals and tasks which have been allocated to roles?

3. Dual Structure - Design Process. Cell 3 refers to any application of the dual structure assumption to the process of design. The primary focus of the duality concept was on organizational design; however, this conceptual framework suggests inquiry into the design of the Interim Chairmen's Council which undertook the task of developing a new administrative structure for the college: (3.1) Were the dual structure principles applied to the formulation and operation of I.C.C. (3.2) What knowledge, if any, did the I.C.C. members gain about the general utility of the concept as a result of its application to the interim structure of the Interim Chairmen's Council?

4. Dual Structure - Design Product. Cell 4 focusses on the manifestations of duality in the documentary description of the new organizational design for the college. (4.1) In what ways was the dual structure concept incorporated into the new structure? (4.2) Is there evidence that the applications of the duality concept may, as proposed, tend to reconcile approaches to design which often are perceived to be in conflict?

5. Role Delineation - Design Process. Cell 5 emphasizes various

activities and criteria by which detailed role descriptions were derived from goal and task analyses and from the application of guidelines based on systems approaches. (5.1) How rigorously were the systems guidelines for the allocation of tasks to roles applied during the function analysis stage and the function allocation stage of the design project. (5.2) What appears to be the practicability, and the advantages and disadvantages of applying these systems guidelines for the allocation task elements to roles?

6. Role Delineation - Design Product. The last cell of the analytic framework focusses on the complex pattern of the allocation of all identifiable task elements to the entire range of roles provided for in the final documentary description of the new structure designed for the college. However, the essential research questions suggested by the sixth cell of the framework are the same as for cell 5 because in the latter the focus was on the guidelines for producing the role descriptions rather than on intragroup dynamics of I.C.C. during this stage of the design.

A criticism of the analytic framework might be, therefore, that the process and the product of design cannot be adequately distinguished. This particular deficiency was not deemed sufficient to cause the framework to be rejected because in all three instances a clear distinction was not required by the researcher in order to explore the apparent relevance of the concepts to organizational design--whether as a process or as a descriptive document.

Disposition of the questions. The purpose of formulating these questions was to focus attention on a few of the most essential concerns

to be addressed in the analysis. However, the questions are not "research questions" in the usual sense; that is, the entire analysis is not directed exclusively to answering very specific questions in a very precise manner. Nevertheless, the questions suggest significant, but general concerns; consequently the "conclusions" section on page 215 is organized to respond to the question posed above.

SUMMARY

Chapter 4 developed a theoretical framework for the analysis of the case study. The essential component of the theory were concepts of organizational goals, the dual structure concept, and systems approaches to organizational design.

An analytic framework was presented to review the design of the case study and to show how the theory is to be used to examine certain aspects of the case in Chapter 6.

Chapter 5

ANALYSIS OF THE CASE

INTRODUCTION

The purpose of this chapter was to analyse the Red Deer College organizational design project of Chapters 2 and 3 by means of the theoretical framework of Chapter 4.

The first section of Chapter 5 examines the goal statement which was developed by the college, and discusses the relationships between goals and functions. The nature of these relationships as prescribed in the college's design model are compared to the nature of the relationships resulting from the actual application of the design approach. Particular attention is given to functions; a task analysis is examined in relation to the "means-ends chain" concept of goals, which was developed for the theoretical framework.

In the second major section of Chapter 5, the analysis focuses upon the interim organizational structure, the terms of reference, the design model, and other aspects of the strategies and procedures by which the design project was planned and conducted.

Finally, the new administrative structure which was approved for implementation is studied. The difficulties encountered in finalizing the structure and in maintaining a measure of acceptance of it are considered. The nature of the actual structure is analysed in relation to that which had been predicted by the design model. Also, alter-

native approaches to the design of an organizational structure for the College are compared to the one which had been implemented by Red Deer College between September, 1972 and May, 1972.

To prevent the report of the analysis from becoming too cumbersome, literature sources used to develop the Chapter 4 analytic framework are referred to directly in the present chapter. However, relationships derived within the framework are brought into the analysis by reference to the findings reported in Chapter 4.

ANALYSIS OF GOALS

On February 15, 1973 a statement of goals was endorsed by the administrator. The relation of this goal statement to the design project was described in Chapter 3, and is summarized in an excerpt from the policy handbook published by the college (1973:10):

The rationale for proposing a new administrative structure . . . comprised five steps:

1. Preparation of a statement of the Philosophy of the college.
2. Preparation of a statement of the Goals of the college.
3. Determining what must occur so that the goals tend to be achieved without violating philosophic and economic constraints; that is, delineating the functions of the college.
4. Dividing up the many kinds of specialized functions or tasks thus determined into roles
5. Arranging the roles in an administrative structure

The theoretical framework of Chapter 4 supports the above approach to the extent that goal analysis is central to understanding organizational action and structure, and that when closed systems rationality is applicable the analysis of goals should greatly facilitate task delineation.

The theoretical framework was applied to an examination of the College's statement of its goals (Appendix C:290). The details of that examination are not reported here because this particular direction of

analysis did not prove to be fruitful. The reason, was that the analytic framework is relevant when a certain approach to goal delineation has been used; Red Deer College did not base its goal specification on the prevalent systems in the literature as reported in Chapter 4.

The College, instead, classified goals as basic goals or program and service goals. The basic goals, of which there were three were mission statements which might be adopted by many community colleges. Each basic goal was stated also as several subgoals which were somewhat more precise. There was, however, one reflection of the structure of the design model in the goal statement: the subgoals conveyed the notion that the achievement of their basic goal would involve activities and expertise from a variety of levels and locations in the College. For example, "making post-secondary education accessible to all who desire it and can profit from it" (basic goal 1, Appendix C:290), subsumes not only subgoals related to a diversity of programs being available in the College, but also subgoals of advertising, vocational counselling, financial assistance for students and the provision of extracurricular benefits to students.

The program and service goals were not at the same conceptual level as the basic goals, in spite of the format of the goal statement document. Each program and service goal referred to a particular type of instructional program, community service, or student service. Subgoals, here, involved objectives whose attainment could be measured in crude terms; for example these were enrollment targets and target dates for the implementation of new programs and services.

The above discourse was not intended to imply that the goals were invalid or improperly formulated; rather the intention was to

contrast the goal concepts in the literature with the particular approach to goal delineation used by Red Deer College.

The significant finding of the present study in respect of the analysis of goals was that the predominant concepts of organizational goals, as reported in Chapter 4, were accounted for adequately by the college's analysis of functions during the design project. This finding is explicated in the following section which shifts the focus from goals to tasks.

ANALYSIS OF FUNCTIONS

The shift of emphasis from goals to tasks was not accounted for by the design model of Red Deer College. It was, rather, by accident that the model, although it prescribed a systematic approach to the delineation of functions, did not abstract from the ample literature a theoretical structure for determining goals and objectives.

It was not until well into the present analysis that the goal concepts of Chapter 4, which in the first instance emphasized the apparent shortcoming of the college's design model, revealed that the interrelation of goals and functions meant that the absence of a theoretical goal framework was not important. The review of literature substantiated this on the basis that mean-ends chains were similar to functions-goals relationships.

The following sections pursue two sets of concepts from the theoretical framework which are based on the interdependencies of goals and tasks.

Means-Ends Chains

Kast (1974:160) and others

. . . suggested that goal statements are usually very general Understanding means-ends chains helps us to see how broad goals are translated into operational goals.

In analyzing goals it is also necessary to decide . . . what means will be used to attain them.

The analytic framework was further consistent with the means for delineating functions that was used at the college. Chapter 4 referred to the hierarchal arrangement by which goals established at one level in an organization require means for their accomplishment which become subgoals at the next level (Kast, 1974:160).

The first step in the college's application of its scheme produced the five categories of functions which are summarized (from Appendix C:296) in Table 2. It is clear that these are also goal categories which could have been used to prepare a less general, more systematic Statement of Goals. The following analysis based on Kast (1974) and Newman (1973:74) reveals that organizational design requires detailed delineation of either goals or tasks, but not both.

The second stage in the college's development of the statement of functions involved a respecification of each goal activity in Table 2 as interrelated tasks at three levels within the college.

For example, I.5 in the table, "personal counselling", was respecified in the statement of functions as

Acting as confidante (all professional staff); personal individual counselling by in-college specialist [at the technical level, complemented by] arranging for, and communicating to students, agencies to which special personal problems may be referred; [at the managerial level, and by] developing at the institutional level . . . priorities between counselling and educational advisement (Appendix C:301).

Table 2

Summary of Classification of College's Goals
Restated as Functions In Five
Functional Categories

Means or Function (Goal) Category	Task (Goal) Components
I Primary Production	<ol style="list-style-type: none">1. Instruction (classroom)2. Instruction (tutorial)3. Instruction (self-learning)4. Educational-vocational counselling5. Personal counselling6. Evaluation of instruction7. Instructional planning
II Support	<ol style="list-style-type: none">1. publicizing legitimation goals2. student recruitment; post college placement3. acquisition of other resources
III Maintenance	<ol style="list-style-type: none">1. formalization of goals, policies, procedures, rules, structures, and channels.2. mediating between technical demands and human needs
IV Adaptive	<ol style="list-style-type: none">1. monitoring of information on environmental expectations, needs, events;2. monitoring primary production goal attainment3. monitoring goal priorities and priorities for resources
V Managerial	<ol style="list-style-type: none">1. Integration of information produced above to make decisions on<ul style="list-style-type: none">- goal setting, revising- policies, procedures, rules- coordination of internal goal attainment activities

As a comparison to the above approach of the College, detailed task definitions from the statement of functions were treated as "means" for analytic purposes, and means-ends chains were derived. Table 3 compares the two approaches for functions selected from each of the five functional categories used by the College. Only those functions which are listed in *Italics* in Table 3 were delineated during the design project. Nevertheless the ends and other means were readily derived by application of the concepts of means-ends chains: the means to goals at higher levels in the organization become ends, in themselves, at lower levels. For example, the first goal shown in the table was determined to be the provision of certain personal counselling services for students. The desirability of this goal would be tested through adaptive processes because of the public's various reactions to a college offering such services, because of possible conflicts with other service organizations, and because of external and internal views of the priorities between this goal and others. The college as a whole would then determine its means for achieving the goal; these might include incidental counselling by faculty members, individual counselling by counsellors on staff, and diagnosis of general counselling needs followed by referral to downtown agencies.

These means would become goals at lower levels in the college such as the student services department, various administrative units in touch with students, and individual faculty members and other professionals in direct contact with individual students.

* One goal or goal-related task was selected for means-ends analysis from each of the five functional categories.

Table 3

Congruency of Tasks Analysed as Means-Ends Chains, with
Tasks Delineated as Goal-Directed Functions¹

Ref. No. from Source ²	Functional Category	Institutional Level		Managerial Level		Technical	
		Goal	Means →	Ends	Means →	Ends	Ends
I 2.20	Primary Production	Personal Counselling	All professional staff are poten- tially confidentes ³	Hire staff with capability to do incidental coun- selling	Job descriptions and staffing cri- teria are appro- priate	Write job descrip- tions and partici- pate in recruitment; do incidental coun- selling (2.21)	
			Individual personal counselling is available at the technical level	Hire counsellor	Job descriptions and staffing cri- teria provide for counsellors to be hired	Provide personal, individual coun- selling as required to extent permitted by policy (2.22)	
			Arrangements are made for referral of students to pro- fessionals down town	Arrange for ap- propriate refer- ral agencies	Liaison with refer- ral agencies is established (2.25)	Maintain liaison through professional contact Refer students as necessary and in accordance with policy	
			Priorities between personal and educa- tional counselling are established (2.26)	Maintain priori- ties Establish priori- ties Set related poli- cies re referrals	The need in rela- tion to staff capa- bilities is reviewed policy setting	Provide reievant data for priority and policy setting	

¹ Congruency is indicated by the extent to which means at one level and ends at the next lower level are essentially the same: in the Table the comparisons are made within each pair of Means → Ends columns.

² Source: Statement of Function of Red Deer College (last section of Appendix C).

³ The beginning point for each row of Means -Ends analysis is the corresponding goal-directed function from the Statement of Functions of the College given in Appendix C. The functions are italicized and followed by the reference numbers assigned to them by the College and given in the source. For the present Means-Ends analysis, functions are listed as means because the two are conceptually parallel; however, in the Technical Level columns, functions are shown as ends since no means column is used.

Table 3

Continued

Ref. No. from Source ²	Functional Category	Institutional Level		Managerial Level		Technical	
		Goal	Means →	Ends →	Means →	Ends →	Ends
II 4.10	Supportive	Acquisition of Public Funding	Success of (and need for) techni- cal level is demon- strated (4.16)	Demonstrate success of technical level	Information is pro- vided about success of technical level (4.14)	Succeed and/or gener- ate information and beliefs that there is success (4.11)	
			Submit budget (4.17)	Prepare budget	Data on costs, pri- orities, constraints are researched and compiled	Provide data; assist other levels provide and interpret budget data	
III 10.00	Adaptive	Program Development	Government and local influentials are lob- bied (4.18)	Plan and implement lobby strategies and activities	Strategies, informa- tion, in-college participants are selected and deployed	Assist in lobby activities	
			Needs for program development and revi- sion are assessed (10.06)	Identify new pro- gram ideas	New programs are identified (10.02)	Translate assessed needs into new or revised programs, curricula, etc. (10.03)	
			Constraints are identified (10.06)	Coordinate program development and related research	Program development (10.03) and related research (10.04) are coordinated		
			Priorities between existing, new, re- vised programs are set (10.07)	Supply relevant information and participants	Professional staff and students and community agencies are consulted re program priorities	Assess programming priorities from technical view	
			Coordination with other agencies is done to maximize resource use (10.09)	Consult with govern- ment and other agencies locally	Others are consulted program priorities	Participate with outside agencies where technical input required	
			Other priorities and policies are consid- ered in light of pro- gramming (10.10)	Engage managers and technical ex- perts in on going policy review	Analysis of long term plans is made in light of current expressions of need with a view to re- commending priori- ties to institution- al level (10.05)	Provide technical expertise necessary for policy review and for providing information required for policy review	

Table 3

Concluded

Ref. No. from Source ²	Functional Category	Institutional Level		Managerial Level		Technical	
		Goal	Means →	Ends	Means →	Ends	Ends
IV 11.00	Maintenance	Translation of philosophy, goals, policy into routines and rules	Translation of Policies and procedures which uniformly affect work flow and achievement of stated goals in a manner consistent with college philosophy are formulated (11.04) Structure to implement and maintain procedures are instituted	Monitor and inventory policies and procedures Develop feedback channels to report on effectiveness Advise adaptive functions of needed review	Systems and procedures are developed and implemented	Implement classroom and other routines to ensure achievement of program and course goals (11.01)	
V 12.00	Managerial (Policy- Formulation)	Goal Selection	Identified goal alternatives are prioritized (12.07) Other selection criteria are developed (12.08)	Select and allocate goals to maximize various contributions to goal achievement Develop criteria	Tasks and sources of expertise to carry these out are analyzed (12.04) Criteria are related back to policy development contexts	Organizational design (12.01)	Provide technical assistance

Finally, the means by which the counselling department decided to provide individual personal counselling and referral services during a particular semester would become some of the goals for individual counsellors, the student services director, and support staff in the student services department.

There was considerable similarity between the college's task analysis using the design project's theoretical scheme, and the foregoing analysis utilizing the means-ends concept.

However, there was an important difference. The means-ends analysis implied a linear relationship between tasks at successive levels of the organization. On the other hand, the analysis used by the college implied tasks which were differentiated simultaneously by function and level, but whose interrelations were complementary rather than sequential.

This view of the case offers support for the Kast proposition that consideration of means-ends chains helps identify the full range of interrelated tasks needed to implement broad goals.

Task Analysis Approaches

The second proposition relevant to the shift of emphasis from the college's goal statement to college's statement of goal-directed functions was derived from Newman's approach to organizational design. He concluded that the delineation of tasks from goals provides the basis for structural design, if both output goals and capacity goals of the organization are given (1973:74).

Thus "tasks" as well as "means" are conceptually congruent with the college's "functions".

In the Newman task analysis approach, it is essential to identify operational tasks in the context of the organization's transactions with its environment. The tasks of Red Deer College would be more than educating, providing community services, counselling, offering student services and other activities of a service nature. Raw materials must be identified, changes required in them defined, and once processed they must be disposed of and payment of some nature retrieved.

Capacity goals suggest resource-based tasks. In a college, these tasks are directed toward maintaining and improving human resources and facilities already in place, acquiring exhaustible resources such as students, money, good will and information to be used in adjusting the goals, and ultimately the tasks.

Examination of the Statement of Functions of Red Deer College in this context revealed that the primary production functions as shown in Table 2 (instruction, counselling, evaluation and planning) were Newman's operational tasks; the support, maintenance, adaptive and managerial functions as delineated by the college were aggregated conceptually by Newman as support, or resource-based tasks. Thus, the eventualities of the case tend to support the Newman hypothesis.

There are advantages of task analysis approaches.

1. Tasks and hence structures can be modified to accommodate changes in the environment over time (Clark, 1972:246-7).
2. Differentiation of tasks in different units of the organization can be accommodated by different types of structure in these units, and by additional units to facilitate integration or coordination (ibid., 247; and Lawrence and Lorsch, 1969:11-13).
3. "The task-analysis approach attacked the principle of the single one best way to organize" (Clark, 1972:247).

In later analyses in this chapter, the relations between task, role, and structural patterns will be examined in the Red Deer College project, and in the theoretical framework. For purposes of comparison, alternative design models will be applied to the Red Deer situation.

First of all, however, the structure and other aspects of the design project itself are studied.

ANALYSIS OF THE DESIGN PROJECT

The Project as Planned Change

The design project emerged as if a classical problem solving methodology had been applied: the need for the project was perceived in all quarters inside and outside the college; considerable data about the existing (or former) structure had been generated by the Inquiry and had been analyzed by Byrne, the Colleges Commission and the Government, and was well known within the college; a rationale in the form of a process together with a task force structure to drive it emerged; alternatives were generated, studied, and presented for final choice.

The process which evolved embodied several features of planned change (as applied conceptually to organizational design by Clark, 1972 and Newman, 1973): the prevailing attitude favored systematic action toward a solution rather than instantaneous panacea (Newman 1973:115); there was grassroots support complemented by top level mandate (Beckhard, 1969:9); and caution was exercised by the Administrator to minimize resistance to change in the college due to lack of opportunity to participate.

The environment was atypically very conducive to change because the first steps toward designing a new structure (and toward a number of changes instituted at Red Deer College) had been largely

precipitated by the faculty and the students' association (Byrne, 1972). The style of management had ignored faculty interest and concern, and the administrative structure had been regarded by faculty, students, and the Commissioner's inquiry as inappropriate (Byrne, 1972:41; Fast, 1974:17). These circumstances accounted for the widespread readiness in the college for change.

This "grassroots" perception of the need for change was reinforced by several decisions of the administrator, as were described in detail in Chapter 3: the resignation of president and vice-president were invited and received; the administrative structure as of June, 1972 was dissolved; an extensive project of several months was announced whereby a new structure would be developed under the direction of a newly appointed executive director; and, the Administrator indicated that the various constituencies in the college would have ample opportunities to participate in the design project, and that the new structure would incorporate opportunities for participation in the governance of the college.

The theoretical framework described planned change as related to, but distinct from, organizational design: (1) planned change focuses on behavioral modification (2) planned change (in the form of organizational development) often utilizes packaged solutions, (3) organizational design is the prior step to a particular type of planned change; (without organizational design, new structures are often the unanticipated consequences of change).

The Red Deer design project clearly focused on goals and tasks rather than on behavior modification. On the other hand, the following section attends to a general change in behavioral patterns which occurred

during the project: a participatory mode of policy making, which although apparently deemed desirable by faculty, students and others in the college, had not been practised before the appointment of the Administrator.

Clearly, no packaged method for developing an organizational structure was applied by the Administrator; yet, the executive director was selected by criteria which accommodated the need for a new structure.

[The executive director] will also assist greatly in the development of a new structure His academic background and experience will be very valuable in this regard (Fast, 1972, July 13b).

Moreover, the executive director was aware of the Byrne (1972) recommendations and other indications of the lack of participation by faculty and student in policy decision making at the college prior to the Commissioner's Inquiry.

The Clark-Newman hypothesis that organizational design is distinct from, and is prerequisite to planned change was only partly borne out by the case study; the latter found that (1) the distinction between design and change was not in practice clear since the readiness for change resulted first of all in the design project; (2) the actual implementation of the change followed the establishment of the project by twelve months rather than immediately following the perceived need and actual readiness for change.

Although design may not be a clearly defined prerequisite step to planned change, design is nevertheless very different from structure that occurs as the unanticipated consequence of planned change.

In spite of the change in the mode of policy development to one of participatory decision making, this is not behavioral modification as conceived by organizational psychologists (Lawrence and Lorsch, 1969).

Consensus Decision Making

The structure of the Interim Chairmen's Council (I.C.C.) evolved as much by accident as by plan; similarly the mode of operation of the I.C.C. became consensus decision making rather than the more common democratic procedures.

The advantages of the consensus mode of policy decision making were believed by the executive director to include the following.

1. Discussion is not delimited to only those items on a pre-determined agenda, and debate is not limited by the influence or power of a chairman. Instead, the agenda is established by consensus at the outset of each meeting, partly on the basis of recommendations for further discussion as recorded at previous meetings. No one is accorded the usual powers of the chair. The belief is that, after a few long debates, perhaps some filibusters, and occasions when needed policies are not decided upon, common sense, common courtesy, and common goals will prevail. Where rules of procedure and the prerogative of the chair prevail, these often become objects of debate; a member often fails to consent, not necessarily because he finds the solution unacceptable by criteria of his perception of organizational goals, but "on principle"; that is, because some procedure has been violated. Where procedures cannot be blamed, eventually the procedural sparring will be preempted by the search for solutions.

2. No member of the group can subvert the decisions of the group by telling his constituents he fought against the solution, but was finally outvoted. By definition, each decision is consented to by all members.

3. Consensus decisions (it was believed) are of higher quality than democratically arrived at decisions in terms of (1) longevity of the

decision and (2) extent to which constituent groups' opinions and needs are accounted for.

A solution which has been invented or amended such that it accommodates a variety of diverse opinions, values, and needs of not only consensus group members but also their constituencies is a more creative compromise than acceptance or rejection by majority vote of one member's resolution.

In practice, consensus decisioning at Red Deer College involved several phenomena which are relevant for the above implicit propositions.

1. Consensus was not an amicable process in which members were always highly courteous, parsimonious, impassionate, logical, and ultimately of one mind. Arriving at "creative compromises" was possible, but involved slow, exhausting sessions which in many ways resembled sensitivity training sessions.

2. After approximately three months (September to November), it became possible to achieve several decisions at a single meeting of two or three hours. The need to achieve policy decisions or recommendations thereon eclipsed secondary wishes by members to prolong debate on principles not directly relevant to the issue at hand. For example, a member would often reprimand another by confronting him with the allegation that he was delaying resolution of a problem for an irrelevant purpose.

3. An informal poll of the consensus group members by the erstwhile executive director suggested that the members agreed that, other factors constant, a consensus decision seemed longer lasting and more representative of diverse opinions than other types of decisions. However, opinion was divided on whether the time required and the in-

tensity of interactions in the consensus group justified the increased quality of decisions.

4. Occasionally it was discovered that a member had attempted to convince his constituents that he did not support a decision of I.C.C. This usually prompted a reprimand by other consensus group members.

5. The informal poll of I.C.C. members also revealed that they felt that, although consensus decision making yielded good policy recommendations in a reasonable length of time, this form of decisioning was not possible as a permanent means of policy formulation. The reason for this was that the particular type of consensus group which operated at Red Deer College between October 1972, and June, 1973 lacked sufficient structure and involved excessive informality and familiarity to be comfortable to the participants.

These phenomena as observed in the particular case of Red Deer College may be contrasted to the conclusions of writers reported on in Chapter 4 of the present study.

Weber (Parsons' 1947 translation: 392-4) discussed several means by which social relationships and group influences can limit monocratic authority. In one such type, the actions of a monocratic authority follow consultation and a vote where the plurality required is unanimity or majority. Usually the actions of the monocratic authority are subject to consultation with colleagues whose help to remain in office is required.

Thus, an advisory collegial body can in fact be very powerful. Weber described the reason.

. . . Even though [a monocratic chief] is not formally bound to follow their advice but only to listen to it, the

failure of his policies if this occurs may be attributed to neglect of this advice (1947:394).

Behling and Schriesheim (1976:216) examined the research on three types of participative management (delegation, consultation, democratization) and concluded that (1) participative management improves employee performance and attitudes only where certain other conditions prevail in the organization; (2) collegiality seems to be most useful in organizations employing large numbers of scientists and professionals; and, (3) collegiality depends upon a sense of mutual contribution among the participants in the organization.

In the latter view, each employee and manager perceives that he has a contribution to make, and that every other employee or manager is also fulfilling a role. Thus there is mutual respect of roles; management response is integration; employee response is responsibility.

The design project at Red Deer College was based on a similar proposition: that every participant would fulfil an indispensable role; the intercomplementarity of these roles was to be optimized by the approach to organizational design being used by the college; (see, for example, Appendix A:300).

The college termed this as "a systems approach" to structure since the college was defined as a set of interrelated goal-directed functions:

We have emphasized that functions can be properly accounted for only if they are incorporated in roles occupied by individuals optimally qualified Many of the subfunctions involve the obtaining, providing, and analysing of [decision making] data. This "systems approach" to arranging for participative decision making and institutional governance requires that strategies for formulating the best possible policies will include capitalizing on the

most specialized knowledge about how decision problems can be stated, about how relevant information is used to generate alternatives and the consequences of each, and about how the final choice should be made (Appendix A:300).

Some of the phenomena related to the climate surrounding the consensus group at Red Deer College were alluded to by Lawrence and Lorsch (1969:14) as well:

1. As individuals with different points of view attempt to attain unity of effort, conflicts inevitably arise.
2. Effective organizations confront rather than avoid internal conflict; the exercise of raw power to achieve a particular solution is an avoidance.
3. If the problem solving group includes persons with technical knowledge as well as persons with knowledge of environmental demands, the conflict management and the problem solving can occur through the same process; which if successful, culminates in a solution which is optimal in terms of both individual and organizational goals.

Therefore, it is not surprising that the Red Deer College I.C.C. experienced conflict. Moreover, the Lawrence and Lorsch analysis supports the college's prediction that the quality of consensus decisions would be high.

Technically, I.C.C. was only an advisory body. In practice, the group's behavior was that of a governing body with a large measure of legal authority. This apparent anomaly was consistent with Weber's observation about the unclear distinction between the power of the monocratic authority and the influence of the advisory council. The Lawrence-Lorsch recommendation that top management be directly involved with collegial task forces is consistent with the membership of I.C.C.

SYSTEMS APPROACH IN THE DESIGN MODEL

The model, which is presented in the appendices, has been analysed in several contexts already: origin, mode of implementation, goal delineation, task or functional classification, and so on.

However, the case study discerned another component of the college's design model which is highly significant for the analysis of the outcomes of the design process. This concept was introduced in the foregoing section as the Red Deer College "systems approach" to structure (supra: 153).

This "systems approach" . . . requires . . . capitalizing on the most specialized knowledge [available for decision making].

This was expanded upon in the functional analysis made by the college (Appendix C: 301).

1. There is no simple relation between function and role because all functions of any particular kind are not carried on by one role or a single type of role.

2. Thus, the college's analysis concluded, intra-role conflict, in the sense that all incumbants must wear more than one hat, is inevitable.

3. The college hypothesized that the involvement of many incumbants (whether with similar or different overall roles) in particular elements of the same task would facilitate cooperation and would facilitate communication links.

4. Moreover, the design model argued that this approach to carrying out tasks would accomplish two things. The task would have the potential of being expertly done since specialized knowledge and skill if available could be matched to each task element. Second, job satis-

faction and a climate of cooperation would tend to be promoted because each individual would recognize his own as well as every other's unique, but essential contribution to the task set.

The design of the present study did not provide for an empirical testing of these hypotheses. However, the case study did investigate whether the design principles implicit in the propositions were in fact implemented. The results of this investigation are summarized in the present section of the report. First, however, the substance of the four "system approach" propositions is examined in more detail.

Analyses of the "Systems Approach" Guidelines

Since one conclusion of the case study concerned the extent to which the outcome of the design was influenced by the above approach, it is appropriate to analyse the approach in some detail. This section assesses implications of considering each proposition as a guideline for organizational design.

Single kinds of functions are not all carried on within a single role or type of role. An example of this is that student recruitment activities in colleges are not exclusively within the role of those incumbants referred to as recruitment officers. As the allocation of this function to roles during the Red Deer College design project clearly shows (Appendix C:282), specialized subtasks with the general function of recruitment were assigned to virtually every type of role: the president would be involved in long term planning and in actual recruitment activities involving promotion ". . . in areas where his special expertise is required"; second level administrators would assist in planning recruitment strategies and would perform specialized tasks

in respect of career fairs, advertising, and the like. Instructors and counsellors would not only participate in planning and in career fairs, but would also perform specialized tasks such as presenting talks or demonstrations in a subject area to prospective students; a journalist instructor might assist in writing advertising copy. Board members, alumni, and other incumbants who often can be influential in the college community would have contributions to make to recruitment which other incumbants might not have.

Inevitability of intrarole conflict. Intrarole conflict occurs whenever the expectations for one element of an incumbant's role are in conflict with those of another role element played by the same person. The college's argument was that since the large number of subtasks in any role would without doubt result in such conflicts, it was preferable to acknowledge the phenomenon and to seek ways to make such conflicts productive or inconsequential, rather than to strive to avoid them. This approach can be supported through consideration of an alternative strategy: if each role constituted a homogeneous set of subtasks, then the structure would comprise a set of roles between which there were no common or similar subtasks. Thus, there would be a considerable need for integrating, communicating, and coordinating functions to be superimposed over the structure.

The selection by Red Deer College of the heterogeneous format for role specification (referred to as the "systems approach") tends to support the following two propositions which were suggested by Katz and Kahn (1966:181).

1. The more activities contained within a role, the more

it is to be varied and satisfying. This is, by itself, perhaps trivial. However, in a particular context it is interesting and relevant: the review of literature for the present study reported a number of arguments against overemphasis of participatory management at the expense of many useful, but unrecognized benefits of bureaucracy. This first proposition is an example of how the adoption of a bureaucratic approach to policy implementation would not necessarily preempt a structural feature often associated with the organic designs advocated by many proponents of humanistic management.

2. The more activities contained within a role, the more likely it is to involve coordination among the activities it comprises, and the less immediate will be the necessity for coordination with other roles. The coordination feature is supported by the earlier comparison in this section of homogeneous and heterogeneous approaches to role specification. For example, the functional analysis done by the college (Appendix C:296) resulted in specialized subtasks of such tasks as program development being allocated to virtually every role which was defined as part of the design project.*

Inclusion of similar subtasks in many roles. The third con-

*In Chapter 1 of the present study there was a statement that literature referred to by the college in developing the design project was not also incorporated into the present study; the above reference is an exception to the practice. However, the design project depended upon only the five subsystem concept of Katz and Kahn (1966: 14-109). The chapter on roles (171-198) was not used by the college in the development or the conduct of the design project.

struct of the "systems approach" to design involved a proposition which is consistent with the second Katz-Kahn hypothesis, above. The college concluded that the heterogeneous nature of roles would facilitate cooperation and communications necessary to ensure that task fulfilment occurred and that such activity tended to achieve organizational goals. Katz and Kahn considered the relationship between role structure and cooperation in the reverse order: roles will involve (require) considerable coordination if they include many activities which are also addressed within other roles.

Microscopic view of task differentiation. The fourth conclusion of the college incorporates the three preceding arguments about the "systems approach" to delineating organizational roles. The subtlety of the conclusion may detract from its significance. In essence the conclusion calls for individual roles to be differentiated on the basis of specialized subtasks. Differentiation and specialization are concepts which are as old as stone age man who recognized the benefits of the best men doing all the hunting while the most skilled cooks and tool makers attended to their respective chores.

In the Red Deer design project, the perspective was shifted one level downwards. As well as the purpose of the organization being differentiated into several specialized tasks, each task was redefined as several specialized subtasks which were allocated to roles to be occupied by incumbants each possessing plausible, interrelated skills and knowledge.

One of the conclusions of the case study with respect to the design model was that many of the differences between the design

strategies implicit in the study, and those from other realms, most notably industrial organization designs, can be attributed to the different levels from which differentiation of functions has been conceptualized.

A most convincing type of evidence supporting this conclusion is the relationship of Jay Galbraith's (1973) famous matrix form for the structure of complex industrial organizations, and the form of structure developed through the design approach of Red Deer College.

In industry, major goals and the general types of tasks to achieve the goals are relatively simple to define. The complexity arises in managing the sequential and reciprocal internal interrelationships which occur in long-linked technologies.

In a college, mediating and intensive technologies, dynamic environments, and multiple necessitate role delineation which is so detailed that the set of role descriptions often incorporate requirements for coordination patterns, communications links, standing or ad hoc task forces, and even matrix structures.

In a subsequent section, the structure developed at Red Deer College will be compared to one developed hypothetically on the basis of Thompson's (1967) approach.

Conclusion

The essence of the systems approach to design was that, because subtasks were not homogeneous, the allocation of these to roles involves conflict and should be done so that the diverse kinds and sources of knowledge and expertise at all levels of organizations are fully utilized in the performance of each general function. No incumbent, himself, will normally possess sufficient expertise and knowledge

to conduct satisfactorily any general function. Even where a single incumbent may possess most of the necessary expertise, the unique, complementary contribution of each other incumbent who collectively possess the remaining expertise will nevertheless tend to be indispensable.

Thus, the term "systems approach" becomes more meaningful because the appropriate fulfilment of each general function requires the unique, and indispensable contribution of subtask expertise through an array of interrelated subroles occupied by an array of incumbants.

The organizational design becomes the means by which the dispersed components of the "system" of subtasks are integrated. It is unimportant whether the facilitative structure is characterized by a diagram, a set of rules, a set of role descriptions, or a combination of these.

THE OUTCOMES OF THE DESIGN PROJECT

In accordance with the delineation of the study, the products of the Red Deer College design project were the " . . . entire set of outcomes of the design project and the disposition of these" (supra: 5). Recommendations were submitted by the Interim Chairmen's Council (I.C.C.) on April 16, 1973 to the Administrator (Appendix B:268). A first draft of these I.C.C. recommendations, which are discussed below, had been submitted to the Faculty Association for comments. The congruency between the final draft of the I.C.C. recommendations and the new structure that was actually announced and later implemented by the Administrator is examined in this section.

The I.C.C. Recommendations

The process by which Red Deer College had planned to develop a new structure remained consistent with the design model; as noted in Chapter 3 there were " . . . only minor changes and very few instances where idealism gave way to pragmatism" (supra: 65).

Thus, detailed job descriptions derived from the intensive analysis of functions were implemented exactly as proposed in the I.C.C. recommendations. An examination of these role descriptions is made later in this chapter. There were some aspects, however, where the design process deviated from the prescription of the design model.

I.C.C. debated at considerable length the number of academic or program departments in a new structure, the reporting relations between department coordinators, program developers, the president, and administrators in service divisions such as computing. More specifically, I.C.C. debated whether the new structure should include an academic dean or vice-president on two criteria: the extent to which coordination was required among the department coordinators; and the extent to which the former position of academic vice-president was perceived to have been essential in the subsequently dissolved administrative structure of the college.

Departmentation. The February 27, 1973 rationale by which the Interim Chairmen's Council proposed three departments (supra:71) assumed that more than one "grouping of specialists of various types" (Behling and Schriesheim, 1976:194) was required. The obvious basis for this assumption was that the previous structure had three academic departments (as well as a department of continuing education); the three former chairmen had been reappointed by the Administrator as acting chairmen, and the

notion of three departments was readily rationalized. Other aspects of departmentation were more consistent with the design model. Departmental functions, like incumbants' roles, tended to be heterogeneous. For example, functions such as program development, instructional improvement, continuing education, public relations, student recruitment and advisement, and various administrative tasks--to the extent that faculty have unique contributions in each--were included with instruction and other aspects of student learning. This is the "systems approach" to structure, as explicated above, applied to departmentation, as it was to role of individual incumbants. Open systems writers such as Thompson (1967) viewed departmentation in the above manner, rather than as do closed systems proponents, who are concerned with grouping specialists into units by function, product, location, technology, and the like (Behling and Schriesheim, 1976:195-6). Although Thompson would support isolating core activities, such as instruction, from environmental uncertainties, there nevertheless is a need for interface between primary production elements and relevant environmental factors. The apparent contradiction can be reconciled if insulation of the technical core is interpreted as selective rather than absolute; that is the organization has some control of when the core is protected, and when adaptation is permitted in the core during interaction with relevant environments. It is easy to visualize faculty members (and departments as wholes) selectively retreating into the inner core of instruction during turbulent times, or moving into closer touch with the environment in order to help ensure a supply of students to teach, to engage in collective bargaining, and when absolutely necessary to participate in such "sheltered" activities as many Red Deer College faculty members engaged in (before the period of

this study) for the survival of the college or their own survival.

The above open systems approach to departmentation was not explicitly enunciated in the college's rationale; however, the present analysis has shown the consistency between the open systems approach of Thompson and that of Red Deer College.

Academic vice-president. The topic which elicited the most debate within I.C.C. and which was least consistent with the design approach of the college was whether the new structure should include the particular position of academic vice-president or dean of instruction in a "line" location between the president and the instructional units of the college. The significance of this debate was that it warned of a potential deviation from the design model which had otherwise been followed closely.

Ideally, the need for this position would have been identified when various job descriptions were being defined by the analysis of functions. Instead, the recollection of circumstances surrounding the vice-president in the former administrative structure resulted in a deadlocked debate. The debate remained deadlocked and I.C.C. determined that the only resolution was one set of structure recommendations which incorporated the vice-presidency, and another set which did not. These became the alternative proposals in the I.C.C. submission to the Administrator (Appendix B:268).

Using the present type of analysis, the question of whether an academic vice-presidency would have been generated solely by rigorous application of the design model is difficult to answer. The literature on coordination within organizations, and particularly from an open systems viewpoint, is not definitive; second, the design process of the

College was more concerned with ensuring that the work that needed to be done--including coordination--was identified, than with determining precisely to which roles each element of work should be assigned. There were guidelines, but not prescriptions, for the allocation of subtasks to roles; alternatives were thus not only theoretically possible, but also pragmatically desirable since an important variable was the nature of the individual persons who would occupy the roles.

It is only the more recent literature on integrating roles which views organizations as open systems. In discussing "matrix forms" of organization design, Galbraith (1973:104-6) articulated a continuum of different forms of integrating and linking roles. The variations were in the amount of power or authority required to ensure that all relevant information sources were brought to bear upon program decisions. At one end of the continuum was expertise used to select knowledgeable individuals; in the middle, expertise was supplemented by creation of a managerial role; at the other end, the manager-expert approved decisions, had certain knowledgeable reporting to him, and controlled budgets and reward systems which supported the knowledgeable who reported to him.

By contrast, other open systems writers such as Thompson (1967) and Behling and Schriesheim (1976) usually view integration as flowing from goal-setting whereby adaption requirements are somehow agreed upon sufficiently to ensure that coordination occurs automatically.

The Galbraith concept is more relevant here because the notion of automatic integration has already been replaced in the present study by concepts associated with the dual structure; that is, although agreement on goals may be achieved, bureaucratic means of facilitating actual achievement of goals are desirable; moreover, any degree of integration

specified on the Galbraith continuum could be implemented better by describing a permanent managerial role than by adding it to another role or assigning it to ad hoc coordinators' roles which conveniently disappear when not needed.

The context of the above conclusion should be reviewed: the intention would not be to purge coordination functions from other roles which, according to principles adopted for the Red Deer College project, already can include a diverse range of tasks; rather, the intention would be to create new coordinating roles at appropriate levels when the number of incumbants, and the degree to which their roles already involve coordinations at still other levels, become high.

Implementation of the I.C.C. recommendations. Both the departmentation issue and the vice-presidency debate were effectively closed when the Administrator on May 22, 1973 announced that there would be five "divisions" (departments) and a "director of programs" (in effect, an academic vice-president). Neither decision seems, in retrospect, to have departed very much from the I.C.C. recommendations that were derived from the design project. The reasons for this observation, together with an analysis of the Administrator's disposition of the recommendations, are presented later in this chapter. Briefly stated, the five divisions and director of programs did not represent rejection of I.C.C. recommendations because the rationale for departmentation applies as well to the delineation of five divisions as it does to the identification of three departments, and because the inclusion of the director of programs was in fact recommended in the first alternative of the chairmen's council.

Faculty Association Response to the I.C.C. Recommendations

Prior to the finalization on March 29, 1973 of its submission of recommendations to the Administrator, I.C.C. decided that it was necessary to solicit by referendum the views of the faculty association.*

It is possible that this decision would not have been made had not the president of the faculty association already sought the views of faculty members on an alternative which incorporated a director of programs and an unspecified member of sections, each with a sectional chairman. The questionnaire, a tally of responses, and a summary of individual comments were made by the president of the faculty association and are presented verbatim as Appendix D-1:347.

Interestingly, 23 of the 36 respondents voted "yes" in response to the question, "in your opinion, will it work?" The 36 responses were from 55 faculty members (66 per cent). The most frequent comment was that how well the structure worked would depend upon the individuals placed in the roles.

The reason a second poll was deemed necessary by I.C.C. was that the faculty president in the first instance had described several sections and section heads on the basis of a tentative proposal by the Administrator during the March 21, 1973 special meeting of I.C.C. to discuss the I.C.C. recommendations. Hence, I.C.C. considered the first referendum to have produced returns which were invalid for the actual I.C.C. alternatives.

*This decision was made in spite of the considerable extent of faculty representation on the Interim Chairmen's Council: the president of the faculty association and the three acting department chairmen, who had also been full members of the faculty association prior to the term of office of the administrator.

The March 26, 1973 questionnaire, which was cosigned by the executive director and the faculty president, clearly presented the policy development and policy implementation components of each of the two official alternatives, and asked each faculty member which alternative he preferred; and, if neither, to describe modifications he would favor in one or the other proposal.

The memorandum together with the faculty association president's explication of the responses comprise Appendix D-2:354. Again, 36 of 55 (66 per cent) responded; four favored the alternative with a director of programs and three departments each with a chairman; eight preferred the second alternative in which there were three chairmen reporting directly to the president. Most of those who devised their own structures (17 of 21) did not include a director of programs. Three persons proposed structures dissimilar to either I.C.C. alternative.

Finalization of I.C.C. Recommendations

The rational milieu. In spite of conflicting views both inside and outside of the I.C.C.'s meeting room, there was little argument among I.C.C. members that their own approach to organizational design could yield either alternative proposal. The March 21 meeting with the Administrator, for example, included an intensive analysis of the time that would be devoted to coordination by the chairmen, the president, and a director of programs under each alternative. Concepts of span of control, direct consultation between the president and the chairmen were explored in view of the "systems approach" to role definition. Like many design processes, the Red Deer College one could not be made to culminate in a single, definitive solution. From this perspective,

that there were two proposals can be viewed as understandable.

The political milieu, If there were to be alternatives in the recommendations to the Administrator, it was prudent that these represent the most dominant coalitions of opinion. Even this assumption was tenuous because the Administrator, himself, directed I.C.C. to avoid, if possible, more than one proposal. As described in Chapter 3, I.C.C. could not reach consensus on either alternative; rather it made its submission with the director of programs alternative identified as the preferred one; since the poll of faculty had clearly indicated faculty preference for the other alternative, the dominant coalitions were easily identified: the faculty, and the administration.

The Proclaimed New Structure

There were several reasons why the subsequent announcement of the new structure was clearly far less traumatic within the college than had been various events following a similar polarization a year earlier:

1. Knowledge of the consequences of both alternatives was much more complete in respect of the new structure
2. Members of both coalitions had been given ample opportunities for participation in the project
3. The structure actually proclaimed was in fact a modification of the "administration" alternative: there were five rather than three divisions; faculty could hypothesize that they would have greater influence on decisions since there would be five rather than three chairmen (coordinators) lobbying on behalf of faculty
4. The expectation that a new structure would be implemented had been clarified at least 10 months prior to the actual announcement

5. Policy decisions on other issues had been made by I.C.C. in a consensus mode which transcended implementation structures. In other words, there may have been some indication to faculty that the implementation structure was, as hypothesized in the design model, irrelevant in important policy issues; where consultation was required, the loci of interests and pertinent information would determine who sat around the table, rather than whether or not a director of programs coordinated routine tasks.

6. As suggested in point 3, the actual new structure could be considered to be embodying a compromise between the two opposing view points.

The process of implementation. The above tentative conclusions refer to processes by which the new structure not only was finalized, but also was designed in stages. The process continued to be of central concern during implementation (which was outside the scope of the present analysis): the decision was carefully announced, or proclaimed; the structure and the other Board policies were carefully recorded and bound in a handbook* which was introduced and discussed at length with the newly appointed governors during two carefully planned meetings, an orientation meeting on May 17, and the first actual meeting of the new Board on May 22, 1973. Thus two important propositions from the analytic framework are supported: that organizational design and its correlate, organizational change, are as much processes as substance; and that the official announcement of major policy decisions is an essential requisite of policy formulation by organizations.

* Foreword and Contents are presented in Appendix E, page 364.

The nature of the new structure. To this point in the report of the study, various features and selected components of the new organizational design have been singled out for description and analysis. Something as complex and dynamic as organizational design cannot be represented adequately on diagrams. Recognizing this, Red Deer College documented as completely as possible the structure which was implemented on May 22, 1973. The memorandum, diagrams, explanations, together with detailed statements of philosophy, goals, functions or tasks, and role definitions which are presented in Appendix C comprise the college's documentation. The concluding sections of this chapter extend the analysis to consideration of the role definitions and their relation to task analysis and to the dual structure concept, both of which have been examined already in this chapter as well as in Chapter 4. In addition, the analysis takes into account alternative design techniques and their application to organization design at Red Deer College.

ALLOCATION OF TASKS TO ROLES

The guidelines or criteria for assigning tasks to roles were presented and analysed in detail earlier in the report. In summary, tasks necessary to achieve goals in ways which are consistent with behavioral principles are identified in disaggregated detail by means of a theoretical scheme which facilitates not only identification but also classification of the tasks. The categories assist in relating tasks with certain generalized functions and with levels within the organization. Second, principles consistent with a "systems approach" to role allocation are guidelines that assist in delineating particular roles, and in allocating tasks to each. There is no single solution to this second problem. Third,

tasks are reclassified as much as possible as either policy development, or policy implementation.

The purpose of this section of analysis is to assess the application of the above criteria and processes to the subtasks in the original documents from the design project. An example of such an analysis was given in this chapter when the "systems approach to design" was examined in relation to the function of student recruitment; the analysis showed that there were complementary, differentiated subfunctions at various levels and locations in the institution. Red Deer College's planning proposition had been that each differentiated subfunction was indispensable and tended to be unique; for example, the small part that the president played in student recruitment was essential and could not be as adequately fulfilled through any other office.

The following section reports on the assessment of the allocation of delineated functions to roles as a result of the application of the design model.

Assessment

The subfunctions delineated in the College's statement of functions (Appendix C:301) were examined to determine the number of the many different roles at various organizational levels to which each function was allocated. The simple measurement of extent did not attempt to account for qualitative differences in the demands

for time and expertise that the fulfillment of the subtasks would make on the roles among which each task was divided.

The nature of the analysis is illustrated in Table 4 which traces the allocation to roles of two subfunctions from the statement of functions of Red Deer College.

The results of this analysis together with a critique of the investigation are discussed in detail in the next section, "conclusion." First, however, the assessment summarized in Table 4 is explicated.

The "course planning" subfunction was derived by the College as a primary production functional component within the more specific category, "scheduled instruction." The president's role, primarily at the institutional level, was assigned the task of

. . . 2. working with Program Director in proposing staffing procedures and in supervision of staff (Appendix C:315).

In addition, the College's Act (Alberta, 1969; see Appendix C:305) assigned to the Board the institutional level function of

. . . 3. formulating general policies with respect to . . . programs and services of the College (Appendix C:306).

The Divisional Coordinators' roles included the managerial functions (program development clauses 4, 7) of curricular planning, and developing course evaluation policy. These roles also included the policy implementation function.

The Divisional Coordinators' role included, at the managerial level, both policy development and policy implementation; clauses 4 and 7 under policy development in the job description refer to curricular

Table 4

Extent to which the College's "Systems Approach Guidelines" were used in the Allocation of Subfunctions to Role Descriptions

Subfunctions as Derived by College 1		Occurrences by Organizational Level, in specified roles, of Policy Development (PD) and Policy Implementation (PI) Tasks 2			
No. SUBSYSTEM	No. Function No. Subfunction	Level	A Institutional Level	B Managerial Level	C Technical Level
I. PRIMARY	1.10 Scheduled Instruction	A	President PI#2	Librarian #12	Counsellor #13
	1.14 Course Planning		Board #3	Director of Programs PD# 4 PI#12 PI# 4	Instructors # 3 # 4
				Coordinator of Student Services PD# 2	Divisional Coordinator PI#16
				Divisional Coordinators PD# 4 PD# 7 PI# 1 # 6	Program Development Officer # 1
II. SUPPORTIVE	4.30 Faculty Recruitment	C	Board # 3	Director of Programs PD# 1 PI# 1	Program Development Officer PD# 2 PI# 8
	4.35 Define Staff Require- ments		President PI# 6	Divisional Coordinators PD# 7 PD# 8	Instructors # 6 # 8

¹ Source of subfunctions: Appendix C

² Tasks are those listed in the job description adopted in the college (Appendix C). The numbers refer to the clauses in the job descriptions. In most instances there were two sets of clauses: policy development (PD in the table), policy implementation (PI).

planning, and the development of course evaluation policy (Appendix C:323). Also at the managerial level, were responsibilities more related to policy implementation; clause 1 of the Coordinators' role description referred to the coordination and supervision of course development.

Each coordinator was assigned additional policy implementation duties, but at the technical level: the actual planning of the particular course which he, himself, would teach (Appendix C:324, #16).

At the managerial level, other kinds of duties were also assigned in respect of "course planning" functions. For example, the Coordinator of Student Services had the general policy development responsibility of participating with the Internal College Council in the formulation of College Policies to reflect those of the Board concerning instructional programs. Similarly, the librarian or Learning Resources Center Coordinator was expected to acquire materials which would complement the course offerings (Appendix C:331).

Technical functions, other than actual teaching, which would contribute to "course planning" were allocated to Counsellors, Instructors, Divisional Coordinators, and the Program Development Officer. The Counsellors were to

. . . 13. participate from time to time in instructional programs and community services courses, workshops, and seminars . . . (Appendix C: 335).

Instructors were to

. . . 3. plan, prepare for, evaluate . . . learning experiences. . . . 4. . . . participate in . . . course revision and other evaluative developmental, or planning projects . . . (Appendix C:333).

Each Divisional Coordinator was expected--in addition to performing managerial tasks--to prepare and to offer at least one full course per year in a subject area in which he was qualified (Appendix C:324). The Program Development Officer was expected to ". . . 1. conduct and coordinate . . . curricular evaluation " (Appendix C:336).

Table 4 also traces the allocation of specialized, differentiated task components of the subfunctions of "defining staff requirements." This particular aspect of faculty recruitment was classified by the College as a supportive function.

The Board and the President at the institutional level would establish college-wide goals and policies in respect of recruitment; in particular, the institutional responsibility would lie in reconciling constraints in the environment (such as funding available for salaries or the supply of persons with various academic and experiential backgrounds) with apparent staffing requirements and with the overall philosophy of the college. Apparent staffing requirements, as viewed at other levels in the college, would have to be assessed at the institutional level in terms of priorities among all sources of demands for funds. For example, the existence of three courses with no instructor could lead to solutions other than defining the type of instructor to be hired: the courses might be cancelled; the courses might be combined with others for which an instructor is available; sections might be combined or the number of optional courses available to students, reduced.

The Director of Programs and the Coordinators would have the following roles: providing information on staffing needs to the institutional level; providing additional information on priorities and on

alternatives to new staff; participating in, and representing faculty in the review of those policies and those aspects of the College's philosophy which are pertinent for recruitment, staffing, and the establishment of priorities between new staff and alternative solutions to apparent staff requirements.

At the technical level, the Coordinators, faculty members, and other persons with educational or vocational backgrounds in fields where staff are required by the college would be expected to have expert knowledge with respect to establishing and applying criteria by which staff are recruited, interviewed, selected and deployed. The above scenario can readily be inferred from the cross-references in Table 4 between the subfunction, "define staff requirements", and the job descriptions in Appendix C.

The foregoing analysis focused only upon two subfunctions (of the 130) delineated by the College.

In respect of the first instance of Table 4, the text explained the table and the assessment was limited to demonstrating that "course planning" had been accounted for in a number of different job descriptions (seven) at three levels, and in two modes--policy development and policy implementation--for a total number of 16 entries in the table. In the second instance, the quality of the systems approach application to the subfunction of "defining staff requirements" was inferred in the form of a scenario based on the substance of the role description clauses for which cross-references with Appendix C were entered on Table 4.

The next sections draws conclusions in respect of both the methodology and the results of the assessment of the extent to which the "systems approach" to role delineation was used.

Conclusions

The rationale for attempting to assess extent seemed valid: extent of utilization is a measure of the proportion of extant indispensable, unique components of expertise for a particular task which actually is accounted for in the descriptions of roles that will be involved in fulfilling the tasks.

However, there were problems with the methodology for the assessment. First, there was the question of whether there exist (or there can be conceptually predicted to exist) $n + 1$ increments of expertise for a given task, where n is equal to the number already delineated. Whether this is true or whether there is instead a large, finite number of components to each task, the cost in time, alone, will at some point in the process of theoretically or empirically delineating subtasks exceed the benefits of continuing to discover additional sources of expertise.

Second, there was the problem of whether a particular task component is indispensable, is highly desirable, is optional but desirable or is dispensable.

Third, there was the problem of determining the point of diminishing returns from further analysis in view of the costs. Highly rigorous attempts to maximize returns require a detailed knowledge of the set of benefits and the set of costs. The first problem involved the imperfect nature of such knowledge. Thus optimization can occur only through judgement.

The first conclusion can now be stated:

Red Deer College as a result of the "systems approach" to the allocation of task components to roles increased the number of sources

of relevant expertise for important tasks as identified during the college's analysis of functions, as compared to number accounted for under the previous organizational structure. The support for this conclusion is that the College was aware of the advantages of the systems approach which they had incorporated into the design model for the purpose presently being examined. This circular type of argument is helped by the observation that the design team, aware of the costs of rigorous application of the approach, applied the approach judiciously.

Thus, the second conclusion can be derived.

The primary advantage of the systems approach accrued from an awareness and understanding of it on the part of its creators rather than from an attempt to apply it rigorously, which would be not cost effective unless complete information about the costs and the benefits were available.

The judicious means of attempting to arrive at a optimal extent of use can be viewed as the compromise between awareness without application of the systems approach, and rigorous implementation without cost-effectiveness.

The third conclusion was that the present analysis of the extent of application was fraught with the same problems as the application, itself, by the college of the systems approach.

In other terms, just as the rigorous application of the "system approach" to role delineation was not cost-effective, so would a rigorous assessment of the actual extent of application not be cost-effective.

Moreover, even were costs justified by the success of the

rigorous analysis, the analysis would never be completed since new subtasks could be conceptually delineated, and extant subtasks could be further subdivided.

This third conclusion, although bizarre may be generalizable to a certain type of analysis whether in the social sciences or the natural sciences. In the former, certain analyses, although conceptually valid, may never be practicable even if cost-effectiveness constraints are removed. A simple illustration in mathematics is the advantage of the compromise of settling for the value of π as can be approximated with a specified number of decimal places. Even with unlimited time and computing resources, a rigorous calculation of π would be impossible; but particularly the attempt would not improve the earlier compromise by any criteria except the ones such as would hold that π to more decimal places is more beautiful, or is longer.

In other instances in mathematics--and perhaps these are parallels in other branches of knowledge--limits may become apparent in respect of unnatural numbers.

There are many instances of the phenomenon in sciences which support the third conclusion. For example, psychology would not attempt to determine with definitive rigor the relationship of all elemental components of sensory experience with the behavior patterns of humans even if time and other costs could be ignored and other factors such as genetics could be held constant through studies of genetically identical clones.

The point of this vein of discourse was to identify a problem beyond those associated with multiple variables or undefined numbers of cases; in many instances, the latter can be handled through statisti-

cally valid estimates, or limiting the number of considerations by means of categories, trends, and phenomena which might be seen as the social science counterpart of mathematical limits. Rather, the point is that certain sets of relationships, which occur in a finite physical domain, cannot be analysed into every component and every interrelationship even though conceptual or theoretical criteria for doing so seem to exist.

ALTERNATIVE ORGANIZATIONAL DESIGNS

The preceding section assessed rather than analysed the application by Red Deer College of an essential feature of the overall design model. Essentially, the college's approach involved delineating the goals of the institution, and delineating in more detail those functions or tasks that would have to be carried out to achieve the goals. The choice of functions was constrained by a "philosophy," really a set of principles guiding the interactions of people in the organization. Task analysis, thus, was a major requirement for determining the design. The second major aspect of the design process was synthesizing the task elements into role requirements for a set of incumbants who would be both specialists in a particular functional area and also complementary members of ad hoc and standing task forces, and who would ultimately get the work done that would achieve the goals. The nature of an actual design and the processes by which it was developed in accordance with the above methodology have been the subjects of the present case study to this point in the report.

The following sections, which conclude Chapter 5, briefly explore alternative design features which might have been developed for Red Deer

College, had other design models been adopted.

The two alternative design models which were selected for the comparative analysis were introduced in Chapter 4 and Chapter 5 respectively. The Bonnie Jean Young "procedure for systems design of organizations" was defined as "a method of identifying the subsystems that should exist in an organization" (Young, 1970:59). The "matrix forms of organization" often associated with Jay Galbraith (1973) were conceived to suggest alternative designs for organizations whose hierarchies become overloaded with exceptions to routine decisions regarding goals and task flow.

For convenience, Bonnie Jean Young's organizational design procedure is referred to as "The Young Model", and the design technique of Red Deer College, as "the college design model".

THE YOUNG MODEL

Description of the Design Rationale

The Young model was derived from propositions from Thompson (1967) and Churchman (1968) in respect of structures. According to Young (1970:60), organizations primarily adapt their processes in response to two independent variables, type of technology and type of environment. There were three types of technologies, or primary work processes: long-linked (as in assembly lines), mediating (as in banks), and intensive (as in community colleges). Environment types range from homogeneous to heterogenous, and from stable to shifting.

Young (1970) also indicated that organizations adjust their structures to account for two additional independent variables: the type of interdependencies, or the processes by which primary work units

in the technology contribute to the remainder of the organization; and the capacity that management has for surveillance, that is, the ability to understand work processes sufficiently to provide appropriate supervision.

A fifth independent variable, the goal of the organization was derived by Young (1970) from Churchman's (1968) proposition that organizational goals generate the primary subsystem.

Young then defined organizational structure as those dependent variables which ". . . were elaborated in response to the independent variables" (1970:60). These dependent variables were (1) the type of operating processes ranging from standardized procedures to self-initiated task force activities; (2) the type of reactions to input and output fluctuations, such as buffering, smoothing, or anticipating and adapting; (3) the kind of orientation required for personnel, such as in-service training, or pre-service education; (4) the types of expansion techniques, for example increasing the target population to be served; (5) the type of reaction to exogenous influence in the environment and establishment of special structures for anticipating and adapting to the contingencies or uncertainties of a heterogeneous, shifting environment; (6) the number of structural units, for example fewer units in response to stable environments; (7) the basis for departmentalization--function, clientele, geography; (8) the means for expanding the domain of the organization; coalescing with others, for example, occurs in homogeneous environments to avoid fruitless competition; (9) the type of internal coordination--standardization, planning, or mutual adjustment--depending on the nature of internal interdependencies; (10) the type of second-order structure; (11) the type of discretion permitted to personnel; and (12) the number of clusters.

The Design Procedure

The incorporation of the concepts summarized above into an organizational design procedure was described by Young (1970:44-53) as comprising two main stages, specification of variables and selection of structures.

Specification of the status of five independent variables.

This is done by means of patterned observations of the organization by the designer. A taxonomy of questions to guide the investigation was designed by Young (1970:45-6). The questions were:

. . .

1.0 What type of technology is evident?

1.1 Does it depend on the previous work of another organization in order to produce the end product (long-linked)?

1.2 Does this organization have as a primary function the linking of clients or customers who wish to be independent (mediating)?

1.3 Does this organization use a variety of techniques in order to achieve change in some person or object (intensive)?

1.4 Are two or more technologies evident?

2.0 What type of environment surrounds the organization?

2.1 What is the organizational domain?

2.11 Who are the customers?

2.12 Who are the suppliers?

2.13 Who are the competitors?

2.14 Who are the regulatory groups?

2.2 Is the environment stable or shifting?

2.3 Is the environment homogeneous or heterogeneous?

3.0 What type of internal interdependence is evident?

3.1 Does each member render a discrete contribution to the whole organization and is each supported by the whole organization (pooled)?

3.2 Is there direct interdependence among the members of the organization in a manner that A must act before B, and B before C (sequential)?

3.3 Is there interdependence to the extent that one section is penetrated by another with each unit posing a contingency for another (reciprocal)?

4.0 What is the capacity of management regarding the surveillance of the organization's activities?

5.0 What are the mission objectives of the dominant coalition?

5.1 What is the major mission objective?

5.2 What are the minor mission objectives? (Young, 1970:45-6).

Selection of the appropriate organizational structure. Since structure was defined as the dependent variable characteristics which were associated with a particular set of answers to the above questions, the "selection" of particular structural features would tend to be automatic in most instances.

Figures 6 through 9 display the choices of structural characteristics for each independent variable. The only structural response to the independent variable, type of mission objective, is being able to designate the unit concerned with achieving the primary goal as the "primary subsystem."

In Figure 6, for example, if the type of technology is long-linked, the organizational structure will involve (1) standardized operating processes, (2) buffering as a reaction to input-output fluctuations, (3) role orientation as the method for orienting personnel, and (4) expansion techniques which increase input or output capacity.

Application to Red Deer College

The Young model was applied to Red Deer College for the purpose of comparing an alternate structural design with that which was

		Independent Variables		
Dependent Variables		Long-Linked Technology	Mediating Technology	Intensive Technology
	Operating Processes	Standardized	Standardized and Committee	Customized Teams
	Reaction to Input-Output Fluctuations	Buffering	Smoothing	Anticipating and Adapting
	Role Orientation and Promotion Preparation	Role Orientation	Education and Training	Visibility
	Expansion Techniques	Increasing Input or Output Capacity	Increasing the Population Served	Incorporating the client as part of the organization

Figure 6

The Techniques Which Organizations Develop in Response to the Independent Variable, "The Type of Technology"

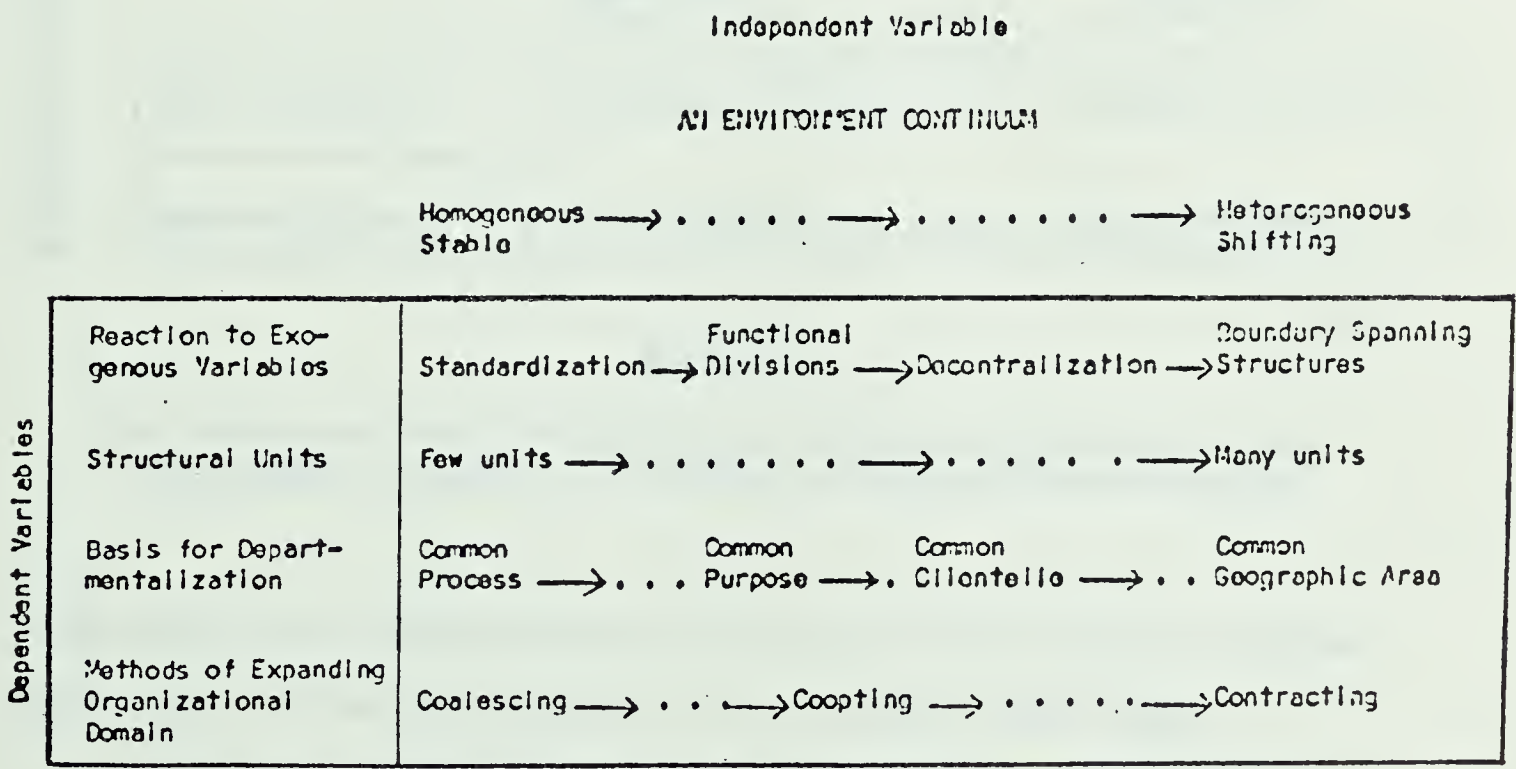


Figure 7

The Techniques Which Organizations Develop in Response to the Independent Variable, "The Type of Environment"

Dependent Variables	Independent Variables		
	Pooled Interdependence	Sequential Interdependence	Reciprocal Interdependence
	Types of Coordination	Plan	Mutual Adjustment
	Structure (Second-order)	Liaison-Linking	Committee
			Task Force

Figure 8

The Techniques Which Organizations Develop in Response to the Independent Variables, "The Type of Internal Interdependence"

Dependent Variables	INDEPENDENT VARIABLE	
	A Surveillance Capacity Continuum	
	<div> <div>Small Surveillance Capacity</div> <div>→ . . . → . . . →</div> <div>Great Surveillance Capacity</div> </div>	
	Type of Discretion	Scattered Discretion → . . . → Central Discretion
	Number of Clusters	Many Clusters → . . → . . → Few Clusters

Figure 9

The Techniques Which Organizations Develop in Response to the Independent Variables, "The Amount of Surveillance Capacity"

developed by the college design model, and for the purpose of exploring a basis for further analysis of the college design model.

Stage one of the application of the Young design procedure required identification of the status of the independent variables. Young cautioned that in an actual design project, the designer must

observe the activities of the organization; the designer must be a participant while observing, in order to allay members' fears of an outsider, and in order to have better access to information.

Since the present application is for purposes of comparative study, rather than for actual implementation of the resultant design, scrupulous adherence to the above observational techniques was deemed unnecessary; nevertheless, the present researcher was capable of recreating a description of Red Deer College since he had in 1973 occupied a role which approximated the "participant-observer" role prescribed by Young (1970:46); these circumstances were discussed in detail in Chapter 1.

Stage one of the application of the Young design model yielded the following answers to the taxonomy of questions (supra:184).

1.0 The Technology of one primary subsystem was training:

1.1 There was long-linked technology in the research subsystem; and some of the training depended upon that done in the secondary school system.

1.2 A secondary subsystem (mediating) linked graduates to employers, practicum placements, or institutions of further study (universities; NAIT, SAIT).

1.3 The primary subsystem used intensive technology.

1.4 There was a primary subsystem, and (at least) two secondary ones: intensive, mediating, long-linked, respectively.

2.0 The environment was both shifting and stable, and also homogeneous and heterogeneous.

2.1 The organizational domain comprised customers, suppliers, competitors, and regulatory agencies:

- 2.11 The customers were, primarily, potential students and potential recipients of graduates, such as employers and universities (shifting, heterogeneous).
- 2.12 The main suppliers were secondary schools (stable, heterogeneous).
- 2.13 Competitors were other colleges and universities (stable, heterogeneous).
- 2.14 The regulatory groups included government (stable, homogeneous); program interest groups such as professional associations and unions (stable, heterogeneous).
- 2.2 (See 2.1; the environment was partly homogeneous and partly heterogeneous).
- 2.3 (See 2.1; the environment is partly homogeneous and partly heterogeneous).
- 3.0 There were pooled, sequential, and reciprocal internal interdependencies:
 - 3.1 The training (intensive) technology displayed pooled interdependence, as did the secondary (mediating) technology of the student placement subsystems.
 - 3.2 There was sequential internal relationships between counselling and training, and between training and placement.
 - 3.3 Reciprocal internal interdependence was evident between the research subsystem and the training subsystem; between the acquisition subsystem and the training subsystem; and between the training and placement subsystems (which were also seen as demon-

strating sequential internal interdependencies).

4.0 The surveillance capacity of management was limited because of the large number of disciplines and specialized task areas requiring expertise.

5.0 The primary mission was vocational and university transfer training; these constituted the primary subsystem.

5.2 The minor missions included the provision of community services and cultural prominence for (in) the community.

Stage two of the application of the Young model involved the selection of appropriate structures within five categories: structures related to (1) technologies, (2) environments, (3) internal interdependencies, (4) surveillance capacities, and (5) missions.

Structure dependent upon the the type of technology. The intensive technology of the training subsystem would require four structural techniques: the operating process should involve customized teams; the reaction to acquisition and placement rate fluctuations should involve anticipation and adaptation; there should be means by which already highly educated personnel can gain visibility to become oriented for promotion; and, expansion should involve attempts to incorporate students as organizational members.

The long-linked technology of the planning-research subsystem would require four structural techniques: standardized operating processes (needs assessment, follow up, program evaluation, surveys), buffering techniques to fluctuating input or output, role orientation as the sole means for dealing with dissimilar personnel, and expansion through increasing the capacity of the subsystem.

The mediating technology of the student placement subsystem would require four structures: standard procedures supplemented by committees when procedure was inadequate, smoothing as the reaction to fluctuations in output, education for staff promotions, and expansion by means of increasing the target population.

Structure dependent upon environments. The environment included Alberta Advanced Education, potential students, The University of Alberta, the public colleges in Calgary and Edmonton, the Red Deer City Recreation Department, and various professional and interest groups including the Alberta Teachers Association, Provincial optometrists, Provincial and Federal Health authorities, Alberta Association of Registered Nurses, and the Alberta Association of College Faculties. Except for potential students, which were somewhat stable and highly heterogeneous, the above were quite stable and highly heterogeneous. The remaining group, the recipients of graduates, was highly unstable and highly heterogeneous. The student placement subsystem as a "boundary-spanning" structure would be required. In addition, common-clientele departments would be appropriate where there were stable, but heterogeneous students. For example, all Chinese students could take the same Basic English Courses. No special units would be required for dealing with the University because of the discipline-by-discipline liaison for transfer programs.

Structure in respect of the type of internal interdependence. Pooled interdependence in the training and student placement subsystems would suggest standardization as the structure for coordination. This could be supported by liaison-linking structures to monitor the standard procedures; for example, the English instruction would be related with

the mathematics instruction by means of the credit hours listed in the syllabus for each of these courses in various programs. In addition, a liaison-link could be provided by a program coordinator, dean of arts and science, or academic vice-president. The second order unit would involve a committee of all these persons and perhaps certain instructors.

The sequential interdependence of the training subsystem and the placement subsystem would imply a planning structure comprising representatives from both subsystems, or in a second order unit in a "staff" relation to both subsystems.

The reciprocal internal interdependence of research and training would require coordination by mutual adjustment. Task Forces would be struck to deal with specific problems arising when, for example, the training subsystem could not determine the number of staff to recruit until the student enrollment projections were received from the research subsystem.

Structure dependent on the surveillance capacity. The capacity for surveillance was severely limited in Red Deer College because of expertise in various disciplines in the training subsystem, and in the research, acquisition, and placement subsystems. Thus, decentralized decision-making discretion would have prevailed.

Structures dependent on Mission. The major mission was the provision of vocational and university transfer education. Therefore, an organizational structure designed in accordance with the Young model would have education as the primary subsystem, with other activities of the college ultimately intended to support the major mission in various manners.

Minor mission subsystems would be concerned with activities across the boundaries of the system: student recruitment and fund raising; researching information about the supply and demand in respect of students, funds, support of other types, and the "market" for graduates; and, student placement after graduation.

Comparative Analysis of The Young Model and The College Design Model

Both the differences between the two designs, and the similarities between them, provided bases for a comparative analysis. More specifically, various features of the structural design resulting from application of the Young model are commented upon in relation to particular aspects of the structure which was developed for Red Deer College.

Contrasts between the two approaches. The primary differences between the two resultant structures depended upon the different concepts of structure adopted by Young and by the College. Young defined structure as ". . . those dependent variables which were elaborated in response to the independent variables" (1970:60) of technology, environment, surveillance capacity, internal interdependencies of components, and the mission goal of the organization. For the College, on the other hand, structure referred mainly to role interdependencies: arrangements whereby expertise and resources are deployed to achieve goals efficiently as well as effectively in relation to guiding principles. Thus, the college accounted for only functions to be fulfilled and their interrelationships; the Young approach accounted not only for interrelationships but also for a variety of organizational responses which one might expect the structure to facilitate rather than to comprise.

This rather broad concept of structure was examined in view of

Young's primary source for it: Thompson's (1967:51) definition of structure was more consistent with that of the College, than with Young's concept. Thompson also focussed on ". . . internal differentiation, and patterning of relationships". Although he did write of the effects on structure of variations in environment, technology, and so on, he did not call these structural variables.

A second contrast between the Young approach and the college's approach concerned the referents for interrelationships. Young, in accord with Thompson (1967:54), referred to parts in describing internal interrelationships. The parts of the system, which could be interrelated in several ways, included inputs, offices, production units, as well as roles. The College focussed on functional interrelationships between and within roles of individual incumbents.

The third contrast was the varying degree to which the structure produced by application of each design model was specifically intended for a particular institution. The Young design was found to be as appropriate for any community college as it would be for Red Deer College. The implication is not whether the design would facilitate the functioning of the college, but rather that the five recommendations derived (supra:190-2) by hypothetically applying the Young model are much less specific than were those of the design project at the college. Two conclusions were drawn from this third set of observations. First, the Young approach was intended to be more generally applicable than was the college's approach. The propositions used by Young and Thompson were derived from observations of a large number of organizations of several types. Therefore, structural designs based on these relationships, although less detailed, may be more valid and may be more generally

applicable to various types and sizes of organizations. This does not necessarily mean that the design model used by the college, which provides more detailed recommendations, is not valid; validation of the procedure is recommended in Chapter 6 as a problem for further research in the area of organizational design.

The second conclusion is that the two approaches might be complementary in response to design projects where general features of structure are required to be derived first; and more detailed ones only after there is some assurance that intensive analysis in particular directions would not be in vain. Whether complementary or not, the two approaches may be incompatible. The College's design procedure accounted for the realities of organizations related to recognition of the need for design, participation by organizational members, and implementation of the "new" design (see for example, Clark, 1972:267; also *supra*:127). The Young model was, by contrast, analytic rather than synthetic. That is, Young's approach guides the description of an organization in action; it helps to explain why structures are as they are, or suggests adjustments in structure which, if made, might bring structure more in line with those of other systems. Researching possible adaptations in such fashion would likely involve considerable learning on the part of the researcher. The Young model did not incorporate strategies to ensure that organizational members participate in the design, nor strategies whereby the organization could handle recommendations for structural adaptation as planned change. Clark concluded that such strategies are crucial because ". . . design is made difficult because it does not easily mesh with strategies adopted by managers concerned with operating and controlling the existing system"

(1972:21). Unlike most organizational research, design is creative, rather than primarily analytic. In brief, Young's model lacks a dimension whereby it can be operationalized within organizations.

The fourth contrast between the two approaches to organizational design lay in differing criteria for the delineation of subsystems. Young defined subsystems as operating units; whereas the college devised a more abstract notion: clusters of tasks. (1) Young's primary subsystem was the unit most directly involved in achieving the organization's mission goal, that is (1970:42), ". . . the goal of the dominant coalition, or the goal of the group controlling the decisions in the organizations;" (2) the college recognized the centrality of the primary production subsystem, but focussed as much attention on supportive, adaptive, managerial, and maintenance functions as on production. The systems approach to role definition implied that goal achievement relied upon the performance of a diversified set of complementary, specialized tasks, and that each task element was an integral--if not indispensable--part of the set. The Young model, by its capability to identify one subsystem as most essential for goal achievement, was basically irreconcilable with the systems approach employed by the college.

Similarities of the two approaches. Resulting from the application of the two design approaches were respective recommendations which were mutually supportive.*

1. The operating process should involve customized teams.

*The first statement in each point was a structural recommendation derived from the Young model; see the preceding analysis (supra:188-190).

This feature derived from Young implies the systems approach to the allocation of tasks to roles.

2. The reaction to acquisition and placement fluctuations should involve anticipation and adaptation functions. Adaptive functions were conceived at every level of institutional analysis; the systems approach recommendation was extended to the marshalling of adaptation expertise from a variety of sources. Miklos (1970) spoke of the need for educational systems to devise specialized units for spanning boundary functions, instead of relying on traditional roles to account for such tasks.

3. Where technology is long-linked, standardized, operating procedures should be incorporated. Needs assessment, student follow-up assessment, program evaluation, and other forms of planning and research are sequentially related to teaching, resource acquisition, and the placement of graduates. These and other sequentially contingent processes were, in part, to be structured by rules, procedures, and programmed decisions within the policy implementation structure for Red Deer College.

4. Where technology is mediating in nature, standardized procedures should be supplemented by committees which can deal with exceptions. Program advisory committees representative of Divisional Coordinators, faculty, potential "users" of graduates, vocational interest groups, and regulatory groups were referred to in the role descriptions of the Coordinator and the instructors (Appendix C:279). Committees would be viewed as part of the policy development structure in the college.

5. Pooled interdependencies in the primary production functions

(teaching, service) suggest standardization; this reflects the well-oiled policy implementation machinery recommended by Red Deer College.

6. However, coordination by feedback, or "mutual adjustment", was required for reciprocal interdependence. The difficulty in distinguishing pooled and reciprocal interdependence suggested the following paradigm in respect of primary production and adaptive functions (as defined by the College): in the policy implementation mode, contingencies and uncertainties are viewed as static enough to permit the viewing of interdependencies as being pooled; in the policy development mode, interdependencies must be viewed as reciprocal because the results of the examining of the environment must be known before primary production goals and functions can be adjusted. Conversely, the outputs of primary production must be identified to determine the specific foci of research in the adaptation subsystem.

7. Decentralized decision-making was recommended where assorted, complementary expertises were required to achieve goals. This was consistent with the systems approach to task allocation, which included the tri-level concept of an organization: the institutional level, the managerial level, and the technical level. Red Deer College held that decisions were decentralized to that organizational level in which the greatest amount of relevant knowledge lay, but that the other two levels would also have to be consulted in the decisions since it was inconsistent with the design rationale that all expertise would reside in a single level in the college (see Appendix C:300).

Summary of findings from the comparison of the Young model and the College model. There were four major differences between the

two approaches. Young focussed on primary production, defined structure to include activities as well as interrelationships, conceived of many types of structural variables, and regarded organizational structure from a very general perspective. The college, on the other hand, focussed on means of facilitating primary production, defined structure as strategic arrangements of expertise to facilitate goal achievement, and gave detailed attention to the requirements of a particular organization.

Two conclusions about the structure reported in Chapter 3 of the case study were inferred on the basis of the comparison: (1) the Young model seemed to have a stronger empirical basis than did the Red Deer College approach. (2) The Young model is better suited for analysis and description of the activities of an organization, than for a process of design within a particular institution. In this sense, the college model was more appropriate than would have been the Young approach.

Certain structural features produced by the application of the college model were substantiated by the identification of equivalent features as a result of applying the Young model to the same data: (1) the use of "customized teams" by which complementary components of expertise were brought to bear on complex tasks; (2) the establishment of structures to focus together diverse sources of data and expertise required for adaptive functions; (3) the use of policy implementation structures in certain circumstances, and the use of policy development strategies in other situations.

THE MATRIX MODEL

In the preceding section, the college model for organizational

design was compared to a model devised by Young (1970). Descriptive data in respect of Red Deer College were submitted to interpretations required for the application of the Young model, and hypothetical descriptions of structural characteristics (as defined by Young) were generated. This structure was compared and contrasted to the one which was actually implemented at Red Deer College subsequent to a year long design project.

This design model used by the college was also compared to a second alternate approach, which was described by Galbraith (1973). The following section reports the comparison .

The Rationale For Matrix Design

The basic rationale for the matrix model is that participants on decision-making teams must represent appropriate levels of involved departments because although the participants, together, are the most knowledgeable about the decision, each has only partial knowledge. Thus ". . . a high quality decision will result if, and only if, the partial information is shared, built upon, and used to search for and create new alternatives" (Galbraith, 1973:89).

The matrix approach derived from this rationale involves the facilitating of decision-making processes:

The use of lateral relations--direct contact, liaison roles, task forces, and teams--permits the organization to make more decisions, and process more information without overloading hierarchical communication channels. These channels are reserved for the unique consequential problems which increase in number as uncertainty and diversity of the task increase (Galbraith, 1973:89).

The design required is a structure which distributes expertise and influence in manners that result in high quality decisions. The necessary differentiation of expertise creates problems in lateral co-ordination of interdependent tasks. Thus, ". . . the problem facing the

differentiated organization is how to obtain overall task integration among departments without reducing the differences that lead to effective subtask performance" [italics in the original] (Galbraith, 1973:92).

The above problem has been addressed in organizational design in several ways: the creation of integrating roles, the use of managerial linking roles, and the establishment of matrix organizations.

Integrating roles, such as chairmanships of ad hoc committees, coordinate decision processes across interdependent departments without the formal structure being altered to allocate formal coordinating authority to the integrator. Thus, he must rely on personal contacts, establishing trust, and being perceived as a facilitator rather than an actual decision-influencer. The success of these roles depends on the incumbent establishing his authority on the basis of an expertise for facilitation.

The managerial linking role is given decision approval authority or some measure of formal authority beyond that of the integrator.

In some organizations or units, greater integration is required than is possible to achieve through the creation of integrating roles or managerial linking roles. Under these circumstances, matrix organizations have been designed.

Application of the Matrix Design Model

Due to the need for greater integration of specialized resources, organizations may be faced with developing self-contained programs. Since this would reduce functional differentiation and require duplication of certain functions, the alternative matrix form of organization could be used to increase power of the integrators' roles through a dual reporting relationship.

The following hypothetical example of a matrix organization is

based upon the situation at Red Deer College as described in Chapter 3.

1. Differentiation occurred primarily on a functional rather than a product basis. There had previously been sections of instruction delineated by discipline. Functional specialties included teaching, other professional services for students, research and planning, management, the acquisition of resources, and the disposal of finished products. In this way the use of resources for counselling students was not repeated in separate instructional divisions. Instruction in a subject area such as English was not devised separately for each program instruction each with its own department; rather, English specialists provided courses for the variety of instructional programs such as Business, Nursing, or University Transfer. Similarly, needs assessment research was carried on, or coordinated by a single unit in the College.

2. Lateral interdependencies between functional departments existed to a high degree. For example the various types of English courses which were required to serve the diverse needs of students in different programs of study were researched and revised periodically in view of the expectations held by the nursing profession, agencies hiring business graduates, and universities receiving transfer students. Lateral dependencies between English and other humanities, arts and social disciplines were served by a divisional coordinator; other coordinators handled other clusters of disciplines, and a Director was assigned to integrate the coordinators, as well as to serve other types of lateral interdependencies.

3. The College resisted establishing separate units to develop the different types of English courses which are required, and chose the matrix form of organizational structure.

4. In the hypothetical situation of Figure 10, the senior English instructor would be redesignated as both senior instructor

and manager in charge of planning English instruction. In the first capacity, he would continue to report as a faculty member to the divisional coordinator; in his second capacity, he would report to and be evaluated by the Institutional Research and Program Development Coordinator (the dotted line).

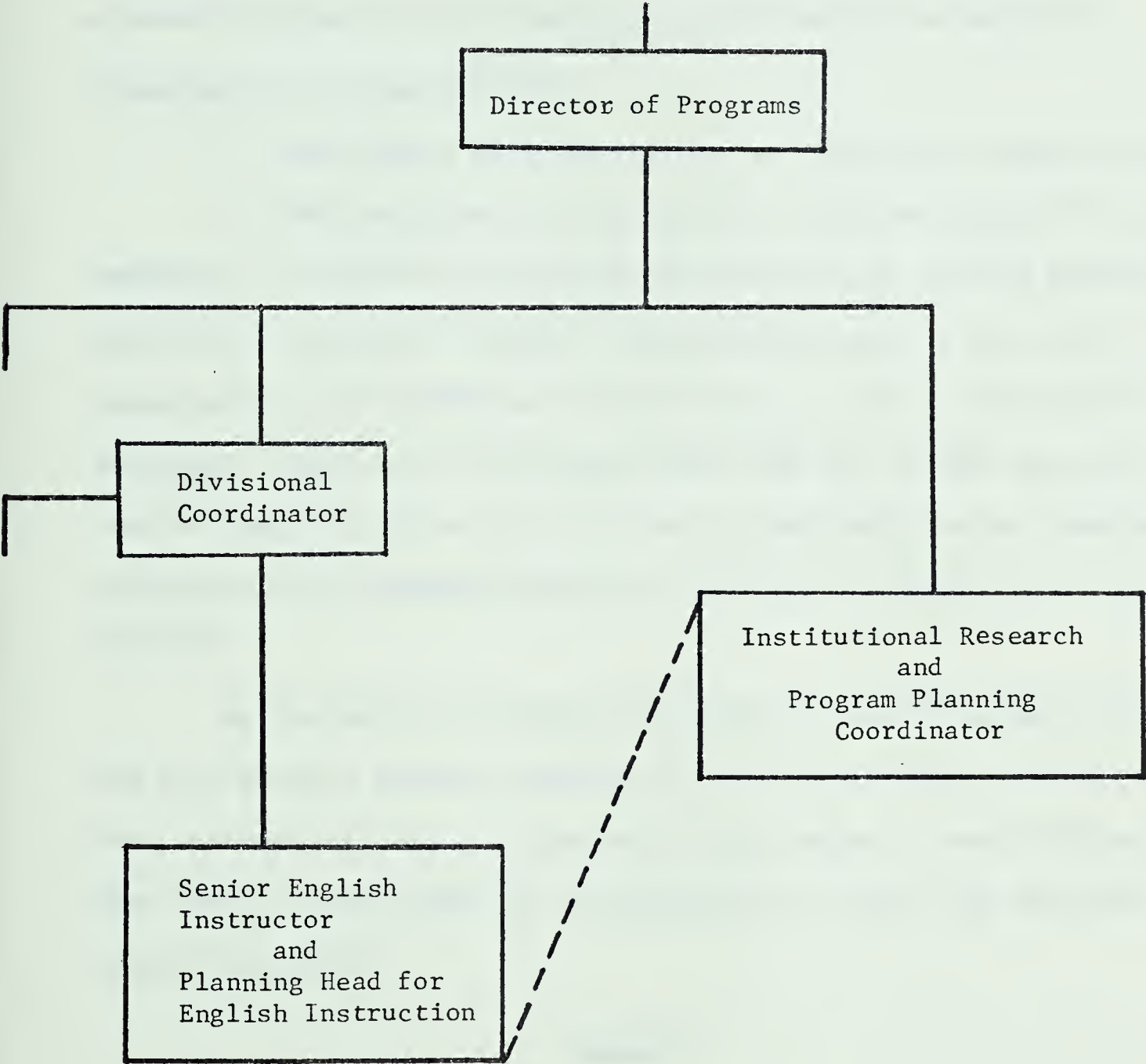


Figure 10

A Structural Component of the New Structure
 Conceptualized as a "Matrix" form

Additional examples of actual applications of the matrix design model to the Red Deer College situation are considered in the next section.

Comparison of the Matrix Design Model and the College Model. There are several noteworthy congruencies between aspects of the new structure designed for Red Deer College, and aspects as would be prescribed by the matrix model.

1. Both design approaches emphasize functional differentiation.
2. Both design models incorporate a "systems approach" to task analysis. The basis of the matrix approach was that partial knowledge about decisions must be brought from appropriate levels and units in the organization, and be combined and built upon to produce high quality decisions. Similarly, the College argued that the systems approach required capitalizing on all the diverse, intercomplementary components of expertise and knowledge required to achieve a specified goal (supra: 156-161).

On the basis of the above comparison, it was concluded that the task analysis approach imbedded in the college model resulted in role descriptions that (1) preserved a high degree of task differentiation, and (2) were capable of accommodating the dual roles described by Galbraith (1973).

SUMMARY

Chapter 5 analysed a new organization structure which was developed and implemented within the college during the July 1972 to June 1973 period. The analysis focussed on various aspects or stages which were integral parts of the year long design project: the revised statement

of goals, the college's analysis of the tasks required for goal achievement, the organizational and interpersonal dynamics of the design process, the college systems aspect of the design procedures, preliminary and final versions of the design, and the roles which were delineated and described as part of the resultant design. In addition, the design was analysed in light of the simulated application of alternative design models to the situational data which were presented in Chapters 2 and 3.

Conclusions and comments about each of the above dimensions of the case study were inferred and reported briefly at the close of each section of the investigation in this chapter.

Chapter 6 summarizes these conclusions together with other findings of the case study. In addition, Chapter 6 suggests overall conclusions, their implications for the theory and practice of organizational design, and their implications for future theoretical research.

Chapter 6

SUMMARY OF FINDINGS AND CONCLUSIONS

INTRODUCTION

The purpose of Chapter 6 was to review the objectives and the nature of the case study, to collect and summarize the conclusions and other findings reported in earlier chapters, and to abstract from these findings some primary conclusions for the study as a whole.

In addition, this chapter proposes implications of the findings of the study for the practice of organizational design and for future research in this field.

It should be emphasized that the following summary cannot recreate the entire complexity of impressions, assessments, analyses, and conclusions which accumulated during the discourse in the preceding chapters. Small (1972:193), in introducing a summary of the conclusions of another case study, cautioned that a summary should be viewed as complementary to impressions, facts, and conclusions from the study proper. Similarly, the conclusions of the present chapter should be considered in the context of the remainder of the study and should be viewed no more than as complementing the findings reported in the preceding chapters.

The remainder of the concluding chapter is organized as six sections which, respectively, (1) summarize the purpose of the study, (2) recapitulate the organization of the earlier chapters, (3) review

the nature of the study, (4) compile selected findings from earlier chapters, (5) present the conclusions of the study as a whole, and (6) discuss implications of the study for the practice of organizational design and for further research.

PURPOSE OF THE STUDY

The purpose of the study was to explore an approach to organizational design by means of a case study and examination of relevant literature on organizational theory.

Specifically, four primary objectives of the case study were enumerated in Chapter 1:

1. to describe an actual organizational design project which incorporated a dual structure concept; the description focused on:

- (1) historical events leading to the undertaking of the design project,
- (2) the establishment of the project,
- (3) the structure and the procedures for the project,
- (4) the organizational structure outcomes of the project;

2. to research the literature relevant to:

- (1) concepts of organizational goals,
- (2) the dual structure proposition,
- (3) organizational design;

3. to analyse the case in terms of a theoretical framework derived from the literature review; the analysis included examination of:

- (1) the college's stated goals and the manner in which these were arrived at,
- (2) the structure and procedures for the design project,

(3) the outcomes of the design project and the disposition of these;

and at the same time

4. to comment in terms of the case on findings abstracted from the literature (supra: 5).

In summary, the ultimate aim of the exploratory study was to identify relationships between structural and other organizational variables which are potential hypotheses for further research. The point of departure was the dual structure concept and its relevance for both practice and theory.

REVIEW OF THE REPORT OF THE CASE STUDY

This section briefly indicates the nature of the responses to the above objectives, and reviews the manner in which these were reported in the preceding chapters.

Objective 1. The context of the case together with the descriptions of the design project in the college and its outcomes were presented and documented in Chapters 2 and 3. Except for a review of the nature of the study, below, this chapter does not summarize the context and the events of the case.

The descriptions of Chapters 2 and 3 were supplemented in Chapter 5 where the analyses of certain aspects of the case called for additional details to be provided: the procedures and the dynamics of the design Task Force in Red Deer College; consensus decision-making by the Interim Chairmen's Council; faculty responses to draft description of a new structure, and various features of the outcomes of the design project, were all enlarged upon in Chapter 5.

Objectives 2. The essential components and interrelationships of the theoretical framework were reported in Chapter 4, as was the review of organizational design literature. In addition, however, supplementary constructs for the theoretical framework together with further references to the literature were reported on other than in Chapter 4 in situations where the analysis would be supported in this manner.

Objectives 3 and 4. The analysis of the case was reported in Chapter 5. The primary analyses of Chapter 5 were complemented by assessments, critiques, tentative conclusions, and other commentary at opportune points through Chapters 2, 3, and 4. Finally, those findings deemed most essential were abstracted, and are discussed further in the present chapter.

NATURE OF THE STUDY

The purpose of the study was to explore an approach to organizational design by means of a case study and a review of relevant literature .

The primary point of departure for the study was that organizational structure comprises two very different, but reconcilable components. There is a policy development structure by which policy decisions can be made; environmental pressures can be identified; goals can be revised; means can be debated for dealing with the needs and motivations of individuals and groups; and, successes, failures and necessary adaptations can be assessed. There is also a policy implementation structure, or hierarchy, by which policies are announced, constraints communicated, task requirements established or refined, policy decisions implemented, and task activities differentiated and

integrated.

The case study examined one application of this concept to a year long organizational design project in a college. Red Deer College had encountered severe problems which led to the appointment by Government of an Administrator. The Administrator replaced the Board and assumed the duties of the president. One of many redevelopment projects undertaken by the Administrator was an in-depth review of the role and the future goals of the college. This project included the examination of the mission and philosophy of the college, and the designing of a new administration structure in terms of organizational goals, tasks, and roles, and their interrelationships.

The development of the theoretical framework for the case study involved extensive research into organizational literature which dealt with the dual structure concept, with organizational design and with other aspects of the case. Thus, the review of literature explored concepts of organizational goals, policy development traditional concepts of structure, task analysis approaches, and organizational design approaches.

There were three types of linkages between these concepts as they appeared in the literature, and as they were examined in the case study.

First was the dual structure concept which was determined to be a microcosm of organizational theory defined as the reconciliation of the scientific management and the humanistic management approaches.

The second linkage was the centrality of goals to the study of organizations.

The third linkage was the open systems approach to understanding organizations. The open systems approach combines the rational systems

approach and the social systems approach; the open systems approach which constitutes a particular branch of organizational theory as defined in the study, views goals and tasks required for goal attainment in a manner which was compatible with the other aspects of the analytical framework.

One focus of the analysis in this exploratory study was to seek or infer propositions from the case study and the literature, and to account for either mutual support, or their incompatibility. Thus the literature on organizational theory was used to analyse various events in the case. At the same time, observations in an actual setting were used as tentative tests of relationships proposed in the literature. In some instances, relationships were found to stand as observed in the case or as reported in the literature.

SUMMARY OF FINDINGS REPORTED IN PRECEDING CHAPTERS

This section abstracts findings which were reported through the previous five chapters, and presents them without comment in summary form. Many of these findings are, however, discussed in the context of conclusions stated subsequently in the present chapter.

The page number following any of the following statements refers to the source of each finding in the present study.

1. Organizations require structures by which to develop policies to just as great an extent as they require trained policy analysts. A related conclusion of Perrow (1972) was that the so-called "people-problems" in organizations are, usually, really structural inadequacies; for example low morale of workers may result from ill-defined role expectations more often than from poor leadership (116).

2. Organizational conflict is inevitable because of the different perspectives and diverse personal orientations of members.

3. Effective organizations confront rather than seek to avoid or to eliminate conflict.

4. Organizational policy development involves the climax of conflict resolution processes; by comparison, policy implementation is orderly and less fraught with conflict (112).

5. Intra-role conflict is inevitable and potentially productive if the advantages of specialization and differentiation are to be utilized within as well as among roles (157).

6. There is no real conflict between a democratic way of making decisions and the hierarchal nature of implementation. The difficulty may be in the shift in style from one to the other (113).

7. Participatory decision-making used for other than major policy questions may tend to displace the expertise required for routine implementation (113).

8. There may be an important third aspect to be added to the "dual" concept of organizational design; that is, the official proclamation of policy decisions even when these are arrived at democratically. This aspect interposed between policy development and policy implementation may smooth the change in style, above (114).

9. Organic structures in unstable, uncertain environments; and mechanistic structures in stable situations can co-exist simultaneously in respect of a single organization.

10. The interim structure by which Red Deer College's new structure was designed (and by which other policy decisions were made) was an example of an organic structure.

11. Complex organizations are open systems, hence indeterminate and faced with uncertainty; but at the same time, they are subject to criteria of uncertainty and hence are seeking determinateness and certainty (118).

12. Organizational goals, tasks, and structures are highly interrelated: organizations are capable of stating goals as the basis on which members determine the tasks required to achieve the goals; the tasks, in turn, allow members to determine a structure which will facilitate the execution of tasks (20;119; Newman, 1973: 64).

13. Organizational design is ultimately the way decision-making is centralized, shared, or delegated; design is also concerned with the coordination, control, and motivation of individuals who are members of organizations (123).

14. The more activities within a role, the more satisfactory is the role to the incumbent (in spite of possible intra-role conflict) (158).

15. The more activities within a role, the more likely, is there to be coordination tasks as some of the activities.

16. For organizational design purposes, a detailed analysis of either goals or tasks will suffice where analyses of both seem required (145).

17. The importance of "grass roots" support for planned change was borne out (148).

18. Although design may not be clearly distinguishable from planned change as a prerequisite step to planned change; design, as hypothesized by Clark (1972), is more than the unanticipated consequence of change (149).

19. Design need not imply behavioral modification; rather structure can openly provide agreed to or negotiated inducements for members to act in certain ways when fulfilling organizational roles, but not necessarily when outside the organization (149).

20. In the Red Deer case, consensus eventually became a decision-making mode which yielded acceptable policies; however, it rarely involved amicable, parsimonious, considerate, and purely logical group processes.

21. The consensus group employed at Red Deer College tended to ensure better representation of constituency views to the group and more faithful reproduction of group decisions and reasons for them to constituents (151).

22. Consensus groups may, by virtue of the experience at Red Deer College, offer little promise for sustained policy-making in organizations; such groups may prove more practicable for brief periods during which rapid change is required as a response to environmental or internal forces (152).

23. Consensus groups and other collegial bodies concerned with policy decisions, even in advisory capacities, exercise considerable power (153).

24. Under the systems approach to task allocation to roles, management expertise is one of several types of differentiated, special skills which are indispensable for fulfilling complex tasks; in this view, management skills are neither superordinate nor subordinate to other expertises, and they are not viewed as unproductive overhead (155-158).

25. Under the systems approach, there was differentiation and

specialization among generalized functions in the manner which is commonly referred to in the literature (159); in addition, however, there was also differentiation within task sets. This level of focus in regard to differentiation and specialization concepts was not discussed in the literature reviewed and was thus concluded to be an innovation by the college.

CONCLUSIONS

This section proposes conclusions in respect of several topics which were examined in detail in the preceding chapters. In some instances the conclusions incorporate findings listed above.

Conclusions and a brief discussion of each are presented in several categories: goals and tasks, the dual structure concept, the new structure for the college, the Commissioner's inquiry, and "other."

Goals and Tasks

The concept of organizational goals was found to be central to the study of Red Deer College, despite the problems of reification, reconciliation with individuals' goals, and the multiplicity of analytic frameworks. In the college's design project, considerable importance was placed on the need to specify goals in great detail since task analysis and, ultimately, the intricacies of structure were to be derived from the statement of goals. In actual practice, however, Red Deer College devoted far more attention and rigor to an analysis of functions. The interrelationships of goals and tasks, which were postulated by the college to exist, were confirmed by the present study.

On the basis of those interrelationships, it was further concluded that the shift of attention during the design project from goals to tasks did not affect the validity of Red Deer College's application of its design model.

The concepts of levels of goals and mean-ends chains were found to be potentially useful tools for organizational analysis and for organizational design. The latter process requires an understanding of the differentiated contributions to goals achievement which are (or ought to) be made at each of the three levels within an organization.

Shifting focus from goals to tasks may offer relief from some problems which are often associated with management by objectives and other forms of planning which require detailed statements of goals, measurable objectives, or behavioral objectives to be derived. Analysis of tasks as an alternative to the analysis of goals implied two advantages. First, less detail is required because tasks are more easily conceptualized in aggregated fashion; thus, the detail required need not delay nor displace the ultimate goal of solving the problem. Second, it seemed easier to associate tasks conceptually with one or several roles than to associate goals with roles. This very pragmatic advantage is important because the process of design, of management by objectives, or of curriculum development requires participation and commitment on the part of a variety of organizational members, not all of whom may be willing or able to orient themselves to an unusual conceptual frame of reference.

Finally, the centrality of goals to organizational design supported the conclusion of Perrow (1970:180):

Organizations are tools designed to achieve goals. To

understand them fully, one must understand the goals they pursue Goals are multiple, conflicting, pursued in sequence. open to group bargaining, and . . . problematic, rather than obvious or given. . . . The most complete understanding of an organization will come through an analysis of its goals and basic strategies.

The Dual Structure Concept

The primary purpose of the study was to explore the validity and applicability of the dual structure approach to organizational design.

Considerable support for the essence of this two dimensional concept was found in the literature. In many instances, the co-existence of two structures was seen as dichotomous; in other instances, one or the other approach was advocated. The reconciliation of the dichotomy was, as hypothesized, found to be best resolved by considering humanistic and the scientific management approaches to structure to be capable of existing simultaneously within an organization.

The analysis of the case of Red Deer College tended to support the concept because the college's design model incorporated the same concept, and because the concept was carried through the design process and--to a limited extent--into the design outcome. Although, the role descriptions, and the relations among the roles accounted for both policy development and policy implementation structures, the proclamation of the college's new structure did not fully account for a policy development structure. Specifically, the exact membership and rules of order of the internal college college council were not implemented as proposed. Moreover these were not clarified until at least one year subsequent to the implementation of the remainder of the new structure in Red Deer College.

Given the delimitation of the present study, however, this event did not alter the conclusion that the dual structure concept had been

incorporated into each stage of the design project including the outcome stage.

The open systems approach of such theorists as Thompson (1967) and Behling and Schriesheim (1976) provided persuasive evidence that the dual structure concept provides a meaningful contribution to organizational theory, because organizational theory should, according to Mouzelis (1967), provide a framework for integrating the human relations and the scientific management approaches (supra:105-7); and because open systems concepts combine social systems and rational systems views.

Again, Perrow provided an appropriate summary statement about the dual structure concept.

The wisdom of such an arrangement is in recognizing that both perspectives are legitimate, that different structures can co-exist within the same firm, or that bureaucratic structure is as appropriate for some tasks as a nonbureaucratic structure is for other tasks (1970:71).

The New Structure for Red Deer College

Major portions of the description and the analysis of the present study were devoted to the new organizational design which was derived and implemented by Red Deer College: the design model was considered, the assumptions were critically reviewed, and pertinent literature was researched.

In this section, some conclusions about the actual structure as implemented are proposed.

1. Structure can adequately be defined in terms of goals, tasks, and roles.

2. The job descriptions incorporated two types of tasks which corresponded to policy development functions and policy implementation functions.

3. The task allocation principles were judiciously rather than rigorously applied in the formulation of role descriptions. Nevertheless, the conclusion was that the "systems approach" was applied to an optimal extent in terms of marginal benefits of rigorous application being balanced by the costs in time and the costs in the lack of a knowledge of what constituted a rigorous application.

4. The decision to incorporate into the new design a director of programs and five academic divisions was not solely the exercise of the Administrator's prerogative; rather, the decision accommodated three points of view and three different rationales: the Administrator's judgement as one not a party to the I.C.C. recommendations; one alternative recommendation of I.C.C. which called for a director of programs; and, an I.C.C. rationale in support of two or more academic departments which was as valid for five as for two departments.

5. The advantages of matrix configurations within organizational designs were built into the new structure for Red Deer College because differentiation was maximized not only among but also within functional areas, even though the accompanying demand for integrating mechanisms (in the form of homogenization) mitigated against a high degree of differentiation.

6. The provision of several policy development structures could facilitate the coping with changes and uncertainty in the environment, whereas at the same time, the achievement of necessary routine tasks could be facilitated by a bureaucratic structure rather than potentially thwarted by a full shift to adaptive activities during periods of extreme uncertainty and change in the environment.

This provision included three strategies: most organizational

roles were assigned both policy development and policy implementation tasks; many roles were given more supportive and adaptive functions than their counterparts had had under the previous structure; and, additional specialized tasks in both development and implementation modes were identified and allocated as a result of the analytic approach used to identify task elements.

7. The College structure was specified in more detail than a hypothetical one derived on the basis of the Young model; the Young model, on the other hand, was based on Thompson's (1967) research into a number of actual firms, and as such was better validated than the college's model.

8. The college design approach and the resultant new structure recognized, unlike Young (1970), that primary production does not take precedence over supportive, adaptive, managerial, and maintenance functions. Rather, all were considered to provide unique, indispensable, intercomplementary contributions to goal achievement. This was consistent with Galbraith (1973) and Lawrence and Lorsch (1969a) who specifically distinguished integration and differentiation as follows: the ability to achieve all of the organization's goals requires the maintenance of a high degree of differentiation; this, in turn, however, creates pressures for the organization to coordinate or link--integrate--the very different, highly specialized structures. The tendency to homogenize in order to integrate should be displaced by other techniques which link and coordinate, but which do not reduce the degree of differentiation. Thus differentiation and integration are not on the same continuum; to the above writers, these were separate but interrelated concepts.

Implementation of Recommendations from the Commissioner's Inquiry

Although the inquiry and the events leading to it constituted the

major part of the context of the case study, the primary objectives for the case study did not include an examination of the disposition of Byrne's recommendations through the implementation by the Administrator of a new administrative structure for the college. Nevertheless, many of the Commissioner's recommendations (supra: 44) referred to governance and design. Therefore, those findings of the present study which were relevant to Byrne's recommendations (1972) are recalled briefly in this chapter.

The first five recommendations addressed the governance of the college during an interim period when an Administrator would act in the stead of the Board and the President while attempting to correct the problems which had developed until the spring of 1972. Chapter 2 of the present study described how the five recommendations were implemented: respectively, (1) an Administrator was appointed to assume the statutory powers of the Board of Governors; (2) the Administrator for most of the next year also assumed the duties of the President, since the incumbent resigned; (3) the Legislative Assembly assented to Chapter 28 of the Department of Advanced Education Act with Sections 7 and 8 which provided for the appointment of an administrator for a Public College; (4) the Administrator announced that one major problem to be addressed during his tenure was the development of a new administrative structure (Fast, 1972, July 13a; Fast, 1972, July 13b); and (5) further legislative amendments were unnecessary because the implementation of the new design could be accommodated within the provisions of legislation as of June, 1973.

Recommendations 7 to 10 also dealt with administrative concerns and were fully implemented by the Administrator. The positions of vice-president and director of continuing education were declared redundant, and procedures were established for the search and selection of a new

president.

Of the remaining recommendations, only number 6 concerned structure; moreover, the sixth recommendation was the only one which dealt specifically with organizational design, as defined for the present study. Instead of two deanships, five divisional coordinators' positions were incorporated into the new structure. Fast's primary reason for so doing was to shift emphasis from university transfer programs to career programs during the subsequent regime at Red Deer College (Fast, 1974:18). A finding of the present study was that ". . . the rationale for departmentation applies as well to the delineation of five divisions, as it does to . . . three" (supra:162).

In summary, all of the Commissioner's recommendations which dealt directly or indirectly with organizational design were, with only one exception, implemented. The departmentation issue had implications for the college as a whole and for the design project; the Administrator's assessment of these implications led to his rejection of the sixth recommendation.

IMPLICATIONS FOR PRACTICE AND FOR RESEARCH

The preceding sections summarized findings and conclusions from earlier chapters and formulated a few conclusions for the study as a whole. The present section considers the implications of those findings.

Implications for Practice

A recurring theme through Chapter 3, Chapter 4, and Chapter 5 was the reference to design for actual organizations requiring particular strategy, or a process.

Design is as important as a part of the process of planned change as it is as a final product in the form of job descriptions and charts. The dynamics of the process support the "no best way" notion (see below) because different individuals, differently formulated task forces, varying levels of motivation and commitment, and a host of other variables will all affect the design even if the basic data seem the same in each instance.

The implication is double-edged. On the one hand, the process should be emphasized in order to encourage participation, not for its own sake, but to ensure all necessary sources of partial, essential knowledge are tapped, and to acquire a degree of commitment to the new design. On the other hand, the process deserves careful attention and planning to avoid the situation deplored by Clark (1972) in which the lack of regard for, and knowledge of, the array of variables can result in design being an unanticipated consequence rather than a planned change. This further implies that each of various patterns of variation may tend to call for a particular design. This assessment also is consistent with Clark who concluded that the research strategy must include a strategy for ensuring utilization, and that design projects cannot overlook context, which when changed would yield different designs (1972:267, 270).

A second set of implications for practice are imbedded in Perrow's eloquent critique of the humanistic movement and his advocacy of the advantages of bureaucratic structures. The concept that organic and mechanistic structures can coexist simultaneously has been discussed in numerous contexts in this study. Other activities in organizations besides design projects can benefit if the organizational members involved remain aware that under some circumstances a bureaucratic approach is approp-

riate; under others, an unstructured approach is best; and in still other situations various combinations of both approaches are desirable.

The "no best way" conclusion was parallel to Lawrence and Lorsch's (1969) "contingency model," Clark's (1972) "alternatives and differences" approach, and Thompson's (1967) "patterned variations" concept:

We must conclude that there is no one best way, no single evolutionary continuum . . . ; hence, no single set of activities which constitute administration. Appropriateness of design structure, and assessments can only be judged in light of the conditions, variables, and uncertainties present for the organization (1967:62).

The manager who subscribes to fixed tenets related to span of control, role consistency, collegial decision-making, and modes of leadership will, of course, be more likely to make mistakes than the manager who attempts to approach those tasks in a certain milieu in a particular fashion.

The third major implication is the opportunities for capitalizing on partial knowledge and expertise which exist in any kind of organization.

Moreover, once the practitioner is willing to acknowledge these diverse sources, staff selection and the delegation of responsibilities take on a new dimension: persons are hired who have skills or partial skills to a greater extent than does the manager; the manager's primary skills are complementary rather than duplicative in that they are related to recognizing and encouraging specialized, differentiated skills in other organizational members, and in that his skills include the orchestration of the process by which the benefits of the spectrum of expertise is maximized in the efforts to define, refine, and achieve the goals of the organization.

Implications for Further Research

Although conclusions were proposed and propositions from the literature were supported by the case study in certain instances, actual research hypotheses were not formulated to the point of refinement necessary to design an empirical study.

A case study often produces methodology for similar or replicative future studies. The advantage of replication of methodology is that less time is required to manage the process, and as many as ten parallel cases can be studied simultaneously; this approach when used with homogeneous sets of organizations can lead to generalizations. Clark referred to this approach as the ". . . comparative-intensive case-study approach, appropriate for the development of a new field of study" (1972:270).

Specifically, several foci for comparative-intensive case studies of similar organizations were suggested. Community colleges could be studied either by participant observers or observant participants in response to such questions as:

1. the extent to which the existing organizational design reflects the dual structure concept by means of (i) the official description of the structure, (ii) the perceptions of managers, and (iii) the perceptions of various other categories of organizational members.
2. problems of compatibility of the policy development and the policy implementation activities regardless of whether special structures have been designed to accommodate the two activities.
3. the results of organizational design processes using the model and approach of the present study; in most instances, design would involve assessment and adjustment rather than the designing of a totally new structure.

4. the extent to which unfettered consensus groups can function effectively in a variety of settings, and the extent to which they remain viable for longer than the usual term of ad hoc task forces.

Implications for Organizational Theory

Once empirically testable hypotheses have been formulated in such questions as the above, significant advances should be possible in terms of the pursuit of broadly applicable predictors of organizational action, which incorporates elements presently seen by many theorists as irreconcilable.

The present study has suggested a means by which the dichotomies related to humanistic and scientific management approaches to understanding organizations might be reconciled. The assessment was that the dual structure concept is sufficiently promising to warrant interest in other case studies of which a primary goal would be to delineate a set of empirically testable hypotheses together with the empirical conditions which would have to be incorporated or accounted for within the research design.

Finally, the study has identified a research difficulty which may be troublesome in the formulation of research methodologies in the social sciences. For certain types of analyses and evaluation, there seem to be no criteria by which to determine when the disaggregation of variables has yielded elemental components, or when the process of disaggregation is no longer cost-efficient in terms of the research requirements.

The benefit of this distressing conclusion is that it substantiates the need for theoretical research to develop totally new concepts which can become the bases for criteria for identifying and classifying components of organizational conditions and actions.

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A P P E N D I C E S

APPENDIX I

Selected Board Policies Implemented
With the New Organizational
Design in June, 1973

POLICY : TUITION FEES (1972-73)

As requested by the Alberta Colleges Commission* the Administrator advised the Commission on October 23, 1972 that the basic tuition fees for Red Deer College full time students at Red Deer College would remain at \$200.00 for both fall and winter semesters, and at \$100.00 for either the fall or the winter semester. Part-time students would pay \$40.00 per full course and \$20.00 tuition fee per half course.

This schedule was subsequently approved by the Commission.

(See page 79 of this document for the complete schedule of fees which was adopted in the implementation of the above policy.)

* Pursuant to Section 26(6) of the Colleges Act, the Alberta Colleges Commission annually approves tuition fees to be charged by each college.

POLICY : WITHHOLDING TRANSCRIPTS
AND STATEMENTS OF MARKS

Normally, transcripts and statement of grades will be withheld from students who have outstanding debts with the College. In these cases letters should go out to the students advising them of the reasons for the withholding of transcripts.

May, 1973.

Student Parking

The parking lots to the east of the entrance-exit roads in front of the Gymnasiums are allocated for Student Parking.. There is ample space available, all hard surfaced, and students are requested to park their vehicles in this designated area only.

Resident Student Parking

This area is located to the south-east of the College Complex, immediately east of the residence buildings. This area is reserved for resident students only. Unauthorized vehicles parked in this area are subject to fine and/or being towed away at the owner's expense.

College Staff Parking

The three lots located to the west of the entrance-exit roads, in front of the administration building are reserved on a 24 hour - 7 day a week basis. All stalls are assigned to individual College staff members. Any vehicle which is parked in other than its designated stall is subject to fine and/or being towed away at the owner's expense.

Entrance Circle

The entrance circle is intended as a "traffic flow area". It was designed as a drop off - pick up area and to handle traffic exit flow only. No parking will be permitted in the circle or along the centre curb at any time.

Prohibited Parking

The road which runs behind the gymnasium is designated as a "fire lane" and parking is prohibited at any time. No parking is allowed adjacent to any of the yellow painted curbs.

Car Stickers

Insurance regulations require that "proof of proper insurance" be provided for all cars permitted to use the parking lot areas. Registration forms are to be filled out at the vehicle registration desk at the time of registration. A "Student Car Sticker" will then be issued which must be attached to the vehicle being used. Should two or more vehicles be intended to be used by the student, stickers should be obtained for them. Any vehicle not having a sticker attached could be removed from the lots at the owner's expense.

1972-73 fiscal year.

POLICY : LIBRARY PRIVILEGES

1. Full-time and part-time Red Deer College students, who are registered in credit courses and who receive student I.D. cards, have library privileges as in previous years. However, these will normally be extended by the Librarian from April 30th expiry date to August 31st.
2. Adults in the college community, other than those defined in 1, above, may apply at the circulation desk for library privileges in Red Deer College. The Librarian may issue library cards to applicants for a fee of \$5.00. Library cards entitle holders (and their spouses) to the same privileges as college students, as long as library regulations are observed.
3. (a) "Adults" in 2 includes those persons 18 years of age or older who are registered in general interest courses which cannot be taken for college credit.
(b) Persons registered in credit courses as general interest students, that is they do not seek credit, may apply for library cards as described in 2 above, but the \$5.00 fee will be waived.
4. University of Alberta students may borrow from the college library any texts, books, and materials that have been provided by the University of Alberta for use in their courses which are being offered on the Red Deer College campus, provided that suitable means of identification are presented by these students.

It is the responsibility of the University of Alberta to provide such means for identifying students as University of Alberta students.

These students are also eligible to apply for college library privileges in the manner described in 2.

(NOTE: 4 above, applies similarly to students registered in courses from other educational institutions such as the University of Calgary.)

Fall, 1972.

POLICY : THE TRANSFERABILITY OF
STUDENTS WITHIN THE ALBERTA COLLEGE SYSTEM

The following policies dealing with the transfer of students from one public college to another shall apply to all institutions in the Alberta College System.

1. Any student who has successfully completed work in a public college in Alberta shall be admissable to any other public college in Alberta upon the recommendation of the sending institution.
2. For purposes of advance standing within the receiving institution, the sending institution shall maintain the right to certify that a given level of course work has been attained by the student, and recommend that the student be credited with advance standing to the level which it deems appropriate.
3. A student leaving an institution for purposes of transferring to another shall be advised:
 - (a) that program requirements may vary from one institution to another, and
 - (b) as to the level of advance standing for which he will be recommended to the receiving institution.
4. The receiving institution upon the recommendation of the sending institution has the obligation to accept the transferring student with credit for work successfully completed at the sending institution.

The purpose of the above policy is to solve the two major transferability problems : admissability and advance standing. It may also serve as a model for future developments in transferability among other types of institutions.

Fall, 1972.

POLICY:

ADMISSION OF HIGH SCHOOL STUDENTS TO
RED DEER COLLEGE PROGRAMS WITH DIPLOMA OR
MATRICULATION ENTRANCE REQUIREMENTS

Whereas the University of Alberta will accept grades submitted through the Provincial Department of Education, whether achieved through examinations administered under the auspices of local High Schools or of the Department itself; and

Whereas the intent, in part, of abolishing Departmental examinations would be subverted through the introduction of University or College entrance exams;

Red Deer College will, for a three year trial period, accept Grade XII marks submitted through the Department of Education, whether these marks were achieved through School or through Departmental examinations.

And further, in the event that Provincial Universities implement Entrance Examinations, the College will endeavour to negotiate with the Universities an agreement whereby students may be admitted to the College without passing Entrance Examinations but with the recommendation of a sending institution (or of the College's counsellors), and whereby students thus admitted will be eligible to transfer to a university upon successful completion of a transfer program or portion thereof at Red Deer College.

May, 1973 (Proposed)

POLICY : ADMISSION OF 18 YEAR OLD STUDENTS TO A.U.P.

Under the philosophy of Red Deer College, one of the purposes of the college is to provide a second chance for those students who drop out of high school, or who cannot finish public school and decide to return later as adults.

Thus, students barely 18 years of age who drop out of high school are covered by the above even if they have not been out very long before they apply for admission to college.

Nevertheless, most of these students will probably elect to remain in high school where their friends are, where there is a much greater choice of courses, and where there are no tuition fees. In spite of these factors, a few students may decide to apply for admission to College to complete high school. Although the College would not actively recruit such individuals, once they have applied for admission the College is bound under both our philosophy and a principle of non-discrimination to treat such applicants in the same manner as others.

Spring, 1973.

POLICY : RED DEER COLLEGE
SPRING CREDIT PROGRAM
FOR
HIGH SCHOOL STUDENTS

Red Deer College will now admit Grade XII students to selected first year university and college credit courses during the spring session in May and June.

To be eligible, students

must be registered in a high school in Red Deer City or District during the term ending in June;

must be completing a matriculation or diploma program in June;

must be recommended by the principal or a counsellor in the high school; and

will likely be taking only one or two high school courses.

Upon recommendation by his principal or counsellor, a student may enrol in one or two of the half courses which have been selected such that each applies to a wide range of programs from which the student may choose in September.

High school students in this Spring Credit Program who subsequently enrol as full time Red Deer College students in the fall will not have to pay fees for courses taken during the previous spring session.

When the students subsequently complete high school, apply to Red Deer College for admission, and are accepted into a program, full advanced credit will be granted for college and university courses completed during the spring credit program.

Counsellors at Red Deer College will be available during the month of April and the first week of May for assisting high school students to choose appropriate courses, and for counselling any student who wishes to pre-register for the next fall term.

Interested students should consult their principals or counsellors by mid-April.

April, 1973.

POLICY : THE PUBLIC USE OF COLLEGE FACILITIES

1. Facilities and equipment of Red Deer College may be made available for educational and community purposes. However, it is to be explicitly understood that the College will not let out the facilities for such a purpose, or to such an interest, so as to be in competition with local or regional community or commercial interests.
2. The Red Deer College reserves the right to set regulations and conditions on the use of College facilities and equipment.
3. The College assumes no responsibility for subsidizing the expenses or any outside group in the use of College facilities and equipment e.g. any damage caused to building or equipment must be borne by the using group over and above the assessed rentals.
4. Approved student activities, and activities considered to be an extension of the activities of the College, will receive preference in that such activities will normally take priority over others.
5. The facilities of the College will not normally be available on Sundays and Statutory Holidays.
6. College facilities are not to be let out to outside groups for the purpose of holding a dance without special permission of the Board. Any such proposal to go to the appropriate administrator.

REGULATIONS REGARDING USE OF COLLEGE FACILITIES AND EQUIPMENT

1. Requests for use or rental of facilities or equipment must be made through the Assistant Bursar. Approved requests must be confirmed in a written agreement between the using organization or person and the Assistant Bursar on behalf of the College. Any assessed rental charges will be specified in such an agreement.
2. Normally College equipment will be lent or rented only for use on the campus.
3. Requests for equipment should be directed to the appropriate college authority (library, A-V centre, Physical Education Department). Such College departments administer their respective regulations.
4. Activities are to be confined to the accommodation specified.
5. The College reserves the right to cancel any arrangement on 48 hours notice.
6. No food, drinks, or smoking in the Team Teaching Theatre.
7. As the group using College facilities must assume responsibility for supervising and controlling those in attendance at the function which they are sponsoring.
8. Facilities and equipment provided must be left in good and reasonable condition as specified in the signed agreement between the user and the College.
9. Rental schedule (to be submitted by the Campus Manager).

POLICY : RED DEER COLLEGE EMPLOYEES

TAKING COLLEGE COURSES*

Red Deer College will pay tuition fees for college faculty and staff members who complete college and university credit courses offered at the College provided that such employees

1. are full-time staff or full-time or part-time faculty members during the entire period when the course is offered,
2. achieve a minimum grade of 4 in their course(s),
3. registered and are admitted under the same procedures and regulations which apply to regular students; this includes regulations governing payment of tuition fees and other fees, and
4. can take these courses without jeopardy to the fulfillment of their duties as employees.

Tuition fees only will be refunded to eligible persons if the above conditions are met and if

1. the student receives a minimum grade of 4 in the course; and
2. written application accompanied by an official statement of marks is submitted to the Registrar.

There will be no refunds of tuition fees for more than 2 full courses (or full course - half course equivalent) taken in a fiscal year.

This policy does not apply to general interest courses or courses which are not taken for college or university credit.

No employee can take courses (or engage in other work or leisure activities) which adversely affect his ability to fulfil the requirements of his employment.

- * This policy is subject to provisions for it in Collective Agreements between the Board and groups of employees in Red Deer College. It will apply to groups and individuals not covered by such agreements only when current Agreements for other groups incorporate a similar policy.

November, 1972.

In accordance with the provisions of the Colleges Act, the Board will offer at least 4 distinct orders of such credentials.

1. two-year diplomas which are automatically granted to graduates;
2. one-year certificates which also are automatically awarded;
3. "diplomas" for packaged sets of short courses sponsored by the college, but not for credit in one- or two-year certificates or diplomas; and
4. certificates for attending or completing selected community service or in-service training seminars or courses such as defensive driving, first-aid, or a coaches' clinic.

RECOMMENDED:
NOT ADOPTED.

HIGH SCHOOL EQUIVALENT DIPLOMAS

Red Deer College now grants High School Equivalency Diplomas to students who meet the specified requirements.

Requirements.

1. Adult Status (18 years or over)
2. English 130 or 133 or equivalent
3. Two other approved courses at the 120-130 level
4. At least one approved high school level course in Science
5. At least one approved high school level course in Mathematics
6. An average of 50% considering all required courses. No mark lower than 40% in any required course.

In order to receive the diploma, students must make application to the Registrar. This diploma should not be confused with matriculation. Students who hope to gain entry into a College or University on the basis of A.U.P. courses should check the entrance requirements for the specific program within the receiving institution.

1972-73 fiscal year.

FUND RAISING FUNCTIONS

The Student Services office will be responsible for maintaining a complete, up-to-date central registry of planned or completed fund raising campaigns in the community by the College for any purpose. These records will be available to the Students' Association, the Faculty Association, the scholarship committee, the Cultural Activities Fund Committee, the Administration and other groups and individuals acting on behalf of the College in order that fund raising can be coordinated and otherwise facilitated.

May, 1973.

POLICY : DATA COLLECTION AND
DISPOSITION OF QUESTIONNAIRES

In view of the fact that indiscriminate circulation of questionnaires and other data collection instruments may hamper good community relations and internal college regulations, the following policy on data collection has been adopted. The policy is intended to regulate the use of questionnaires and at the same time protect worthwhile data collection projects by insuring that faculty, students and the community are not over-exposed to data-gathering from a multitude of diverse groups and interests.

1. All questionnaires, etc. which any individual or group wishes to administer within the college must first be approved by the Director of Programs or the President.
2. All questionnaires, etc. which are to be circulated in the community on behalf of the college, or by a group or individual within the college, must first be approved by the Director of Programs.
3. In some instances, prior permission should be sought before the Director of Programs is asked to approve questionnaires:
 - a) students (out of class) should submit questionnaires through the executive of the Students' Council
 - b) students (in class) should submit them through their instructor
 - c) staff should submit them through C.U.P.E. or the Office Staff Supervisor
 - d) outside researchers should submit them through the President.
4. Exceptions are:
 - a) data gathering devices administered to students or prospective students as part of the regular recruitment, admission, and registration procedures
 - b) tests and examinations in courses
 - c) data collection whereby a bona fide group such as the Faculty Association, Students' Union, or C.U.P.E. solicits data from its membership
 - d) the college's own institutional research program.

May, 1973..

APPENDIX A

November, 1972 Explication of the Design Model
By Red Deer College

RATIONALE

November 28, 1972

This position paper is part of the research and deliberation which hopefully will enable the people of Red Deer College and Red Deer Community to agree upon a new governance structure for the College in the near future.

Since a college is a public institution, run by people for people, the purpose of governance is merely to facilitate the people's efforts to do what the people agree must be done for people. The prime components of governance structure also are people.

Therefore, the task in trying to propose a structure include the following:

1. finding what the people of Alberta, the residents of this community, the past, present and future students and the other persons working in this college want or need in terms of college programs, services, and activities. Statements of philosophy and goals of the Red Deer College may provide a synthesis of these diverse "wants" and needs,
2. determining what must occur at the college in order that these needs can be met, and
3. dividing up the many kinds of specialized tasks required to meet the needs so that everything which must happen does in fact happen, so that these things are done by skilled people, at the least cost possible. Goals which were expensive to achieve under one plan sometimes can be achieved at less cost, but without sacrificing quality, if the talents,

skills, and knowledge required are carefully and imaginatively rearranged according to an alternate plan.

It would likely be quite easy to assure that all of the necessary functions of Red Deer College be carried out if no limit were placed on the money spent, or if there were no particular concern for how well each function was performed.

Thus the third task is challenging, and one which must be tackled with care, foresight, and imagination. The plan for doing this can be described briefly as follows, and the results reported in the final section of this paper.

1. Describe in detail the philosophy and the objectives of the College.
2. Describe the principles which must guide the development of strategies for achieving the goals.
3. Develop strategies for achieving goals and then describe these in terms of all the functions - which must go on. This means that activities, duties, events, and special skills must be listed and related to various goals and principles. However, at this stage, care must be taken to avoid associating functions to specific persons or types of persons because there may be others who can handle the same function more efficiently or more effectively.
4. Once all the functions have been identified and described, they must be examined carefully and all together until various alternative ways of grouping them start to become apparent. Each group of functions is really a set of duties or tasks which an individual or a homogeneous group of persons has to perform. The goals give

. . . reasons for the individual(s) to perform the duties:
the principles and the constraints (such as the amount of money

available) help determine how the individual(s) will carry out duties; the goals and the ongoing formal and informal evaluation of how well goals are being met will help determine when, for how long, with whom, and so on the individual(s) perform these tasks.

UNDERLYING ASSUMPTIONS

It was already conceded that working from functions to structures is only one strategy for developing structure. Thus, the first assumption is that the essential components of a college are what occurs there---the functions. Imbedded in this is another assumption: that functions are goal-directed. These two assumptions are implicit in the definition which is proposed for a college: a college is an open system of goal-directed functions which are highly interrelated to one another so that any change in one part of the system will affect every other part and its attributes. The precise set of goals to which these functions are directed is a subject for another position paper; however, these goals in highly aggregated terms are similar to those given for Alberta colleges:

1. broadening the base for higher education in Alberta;
2. easing the problem of access to higher education;
3. advising students according to their capabilities ;
4. providing a salvage function for those students who dropped out of school;
5. assisting students in adjusting their aspirations in ways that make their potential compatible with the requirements of programs they choose; and
6. serving in some locations as a cultural center for the community.

So, when what must be accomplished is ascertained, the next step is to determine how to do it, that is, to determine the functions or

what must occur. Only then does it become appropriate to determine who (and what) must cause these to occur. And last of all, the inter-relationships among the people and things, structure can be deduced. This approach to determining organizational structure is summarized in the following figure.

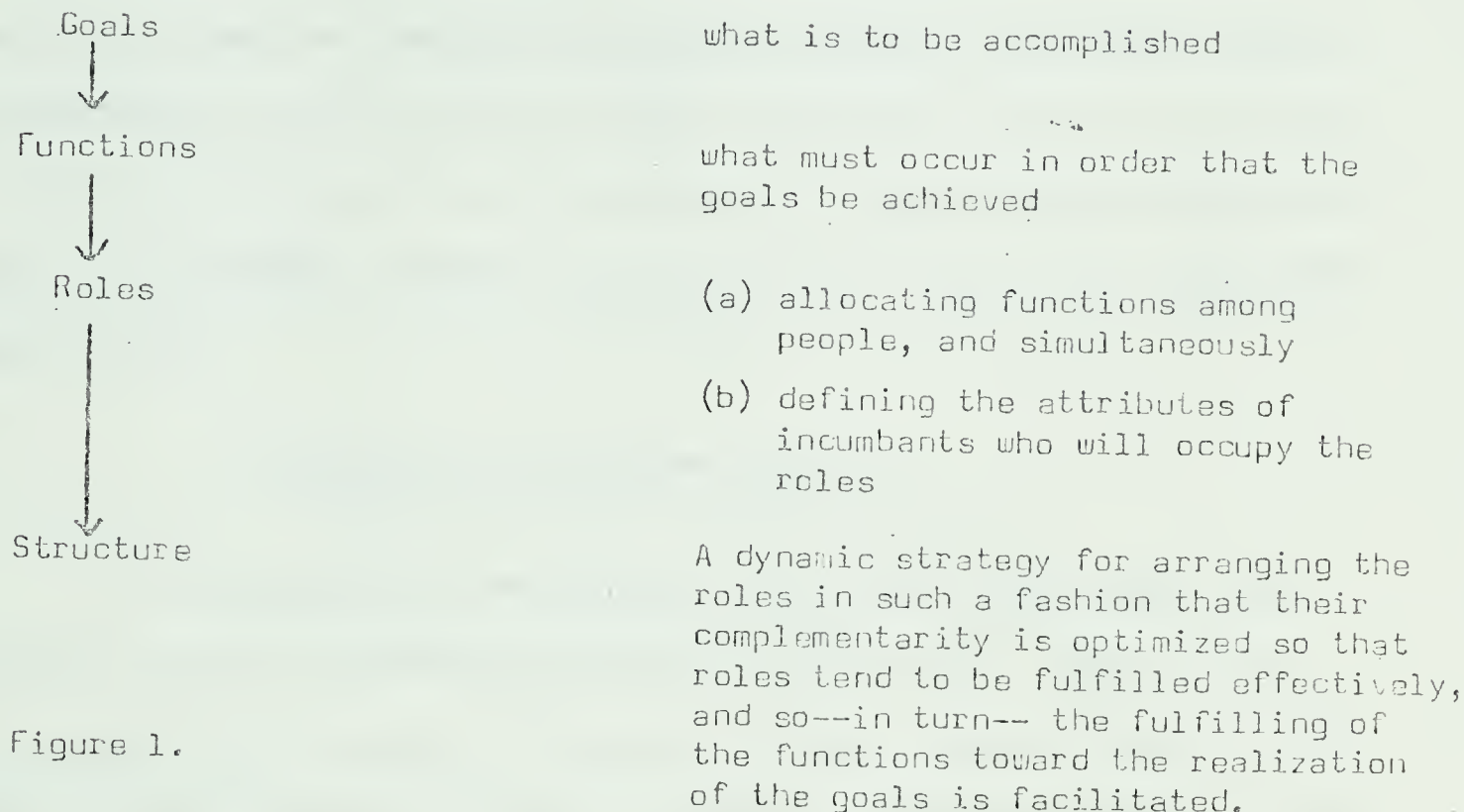


Figure 1.

In moving from any stage to the next, there is no single, logical solution for deducing the precise nature of the second stage even if the previous one is described definitively. At best, several alternative arrangements of any stage may emerge from the best possible description of the previous stage; and then one alternative selected after a combined rational-pragmatic analysis is made of the implications and possible consequences of every factor in each of the alternatives. Ideally, those who decide among the perceivable alternatives would be able to propose every possible alternative and to recognize the consequences of every feature of each alternative. In practical terms, a large number of persons familiar with the system should be able to propose a few alter-

natives, to recognize implications of each, and then to choose an alternative either by simulation or by subjective analysis.

The considerable "slippage" at each stage from top to bottom in Figure 1. is the reason why it is imperative to move downwards rather than upwards through these stages. Even by beginning with goals and functions, it may not be easy to deduce the optimal roles and a method for coordinating them so that the goals are realized. But if one defines an authority structure first, the change of it suggesting role definitions which will accomodate functions which, in turn, lead to goal achievement appears small.

FRAMEWORK FOR FUNCTIONAL ANALYSIS

If one accepts for the purposes of this particular paper that structure can best be derived from goals and functions, then the task is to specify the functions of Red Deer College. General Systems Theory from which the definition and this approach to discussing organizational structure is taken has also led many theorists such as Miklos, Parsons, Katz and Kahn, Thompson, and others to hypothesize conceptual frameworks within which the functions of social systems can be examined.

Most of these frameworks are based on the concept of subsystems. If the boundaries of a system within its environment are defined by the strength and numbers of interrelationships among elements within and outside the system, then those elements (functions) whose relationships are greater with one another than with all others comprise the system and all others comprise the environment. In a parallel fashion, certain subsets of elements within the system are further delineated by more and stronger interrelationships of certain types. These subsets are

subsystems.

One approach to the subdivisions of system functions according to subsystem functions is the identification of three subsystems: the institutional subsystem, the managerial subsystem, and the technical subsystem.

The functions of these are summarized at a highly aggregated level in Figure 2.

INSTITUTIONAL SYSTEM: context development--providing a rationale for determining objectives and "mission".

- FUNCTIONS

- (1) define relevant environment
 - (2) describe desired learning activities
 - (3) describe actual learning activities
 - (4) identify unmet needs and unused opportunities
 - (5) diagnose problems leading to unmet needs and unused opportunities

TECHNICAL SYSTEM: utilization of resources to meet objectives.

- FUNCTIONS

- A. Inputs: students, staff, curricula, facilities, community, finances, and information.

 - B. Process:
 - (1) identify and assess capabilities
 - (2) identify and assess strategies for achieving program goals
 - (3) identify and assess designs for implementing the selected strategy

 - C. Output: students (graduates, transfer students, dropouts), staff, curricula, and information

MANAGERIAL SYSTEM: coordination, monitoring of the technical system; integration of the institutional and technical systems

- FUNCTIONS
- (1) detect or predict defects in procedural design
 - (2) detect or predict defects in implementation of a design
 - (3) provide information for programmable decisions (policies)
 - (4) measure and interpret attainments during and following projects or cycles

Figure 2. Functions of Institutional, Managerial, and Technical Subsystems.

A second common approach is the delineation of five subsystems:

1. The Production System is concerned with the work that gets done.
2. The Supportive Subsystem is concerned with the procurement of human and physical resources, for the disposal of the output of the system, with relationships with other systems and with the environment.
3. The Maintenance Subsystem ties people in the system to their roles.
4. The Adaptive Subsystem is concerned with change---in an open system it determines what environmental changes and what internal changes should be accounted for in planned internal change.
5. The Managerial Subsystem is concerned with the direction, adjudication, and control of the five subsystems and of the activities of the system as a whole.

The following five sections attempt to disaggregate the functions of these five subsystems with implicit reference to a particular system, the Red Deer College.

THE PRODUCTION SYSTEM

Generally, the function of this system is transforming the inputs, students, teachers, counsellors, expertise, information, such as known external expectations, physical resources, and strategies into graduates, skills, attitudes, knowledge, information (such as evaluation data or "feedback"), revised expectations, new strategies, an "image", etc. In short, the overall function of this subsystem is to provide educational opportunities by which individuals may elect to develop their innate potentials as members of the community and society in which they live. Determining which types of experiences should be provided and which priorities could or ought to exist by which the individuals do or do not become exposed to the experiences are functions of other subsystems.

One way of disaggregating this function is to delineate the functions:

- classroom instruction (academic, social, skill, in-service, avocational)
- tutorial instruction (academic, social, skill, in-service, avocational)
- provision of self-learning (academic, social, skill, in-service avocational)
- personal counselling (recognize potential, limitations, needs, wants)
- educational advisement (recognize potential, limitations, needs, wants)
- job placement or placement in further education

- servicing pre- or co-requisite needs such as for food, shelter, physical access (financial assistance, transportation, residences, conveniences); such as psychological needs (identification, achievement, companionship); such as higher-order needs and wants (identification, achievement, companionship)
- identification of system's capabilities for developing above functions
- devising strategies for implementation of feasible functions
- congruency evaluation of success of above functions (matching achievement against goals)

NOTE: Other subsystems have the prime responsibility for determining whether the goals are appropriate and feasible.

NOTE: It is easier to envisage these functions if they are not necessarily attached to roles commonly associated with the Production System--teachers, counsellors, etc. Roles may well collect component functions from a variety of subsystems; i.e., an incumbent will wear more than one hat. This second caution is really the entire reason for this paper: listing functions first, and then allocating them to roles, later.

THE SUPPORTIVE SUBSYSTEM

Generally, this subsystem is concerned with the acquisition of resources--students, teachers, counsellors, administrators, support staff, money, facilities, equipment; information about needs, aspirations, goals, constraints, priorities; and so on--all of which are to be reallocated through the system as a whole. Secondly, this subsystem is concerned with the disposal of the outputs of the system as a whole. These outputs are

primarily, but by no means exclusively, the outputs of the production system: students and clients of all types, information, requests for additional resources of all of the types just listed.

Some subfunctions are:

- determining evaluating, and redefining goals, objectives of the system
- describing and justifying activities of other subsystems as evidence that resources are required
- identifying unused opportunities as basis for acquisition of additional resources and as basis for disposing of additional outputs
- student placement and recruitment
- personnel recruitment
- public relations (two-way exchange of information) and promotion
- translation of needs of other subsystems for resources into appropriate form to present to other systems or persons representing other functions in the environment.

Note that this degree of disaggregation implies many well-known functions at a still greater degree level of disaggregation: making representation to a Board for funding, petitioning the legislature for funding, for approval of new programs and services; convincing potential employers of the value of present graduates or of future graduates of both existing and new programs; demonstrating to both full time, and general interest or continuing education students that the college does or can provide services to them; advertising; researching the needs and wants of persons in the environment which may be met by the college; engaging in fund-raising; engaging in a variety of symbolic activities by which present students, future students and former students confirm

their identification with the college and thereby act as ambassadors in the environment in matters of ensuring a high level of exchange of resources and system outputs between the system and the environment; and many others.

THE MAINTENANCE SUBSYSTEM

This subsystem and the previous one are excellent examples of the lack of a simple relationship between a highly related set of functions and some set of single-purpose roles. That is, there are typically few roles in colleges which are devoted to carrying out functions which are exclusively from the supportive or maintenance subsystems. And those few roles which may exist by no means account for the full range of either type of function. In fact, this will occur regardless of the typology or rationale by which the diverse functions of a college are organized, and that the phenomenon is not simply due to the choice of those five subsystems presently under discussion.

In the maintenance subsystem, information concerning goals, expectation for roles (whatever they turn out to be), and constraints on or requirements for personal behavior are combined in some fashion to produce rules, policies, and procedures for ensuring that roles tend to maximize the fulfillment of those functions which the roles originally were intended to fulfill. Most of this information concerning goals, expectation for roles (whatever they turn out to be), and constraints on or requirements for personal behavior are combined in some fashion to produce rules, policies, and procedures for ensuring that roles tend to maximize the fulfillment of those functions which the roles originally were intended to fulfill. Most of this information is an intentional

synthesis by the managerial subsystem of information which is interpreted by the managerial and adaptive subsystems to mean that

- (a) the counselling function will receive very limited resources, and
- (b) whatever counselling is feasible should stress educational advisement rather than personal counselling, then the maintenance subsystem would devise means for ensuring that incumbents in any roles which included the function of counselling devote most of their time to fulfilling other functions in their roles.

Or, if instruction were to stress "learning" rather than "teaching", then this subsystem would devise ways of ensuring the proper balance; these ways would include not only rules but suggestions to the managerial subsystem as to the reallocation of resources to the production system in such a manner that "teaching" was either impossible or impractical.

THE ADAPTIVE SUBSYSTEM

The adaptive system depends almost exclusively upon information produced or provided by other subsystems for its input: information on social changes and thereby shifts in emphases among goals, desirable techniques, acceptable products, new needs and wants, etc. is filtered through the supportive subsystem to the adaptive subsystem. Information about how well present goals are being achieved is gleaned from the production subsystem. The degree to which functions in all subsystems are being fulfilled by personnel is gathered from the maintenance subsystem. Information about present priorities in the reallocation of resources by the managerial subsystem is received by the adaptive subsystem. This information is analysed and several types of strategies are recommended

to the appropriate subsystem:

If minor adaptation will suffice, then changes in only the production system may restore balance in the system. For example, if a few too many graduates in career programs are being placed into the environment, enrollment adjustments may be adequate. However, if there is a serious glut on the market, better public relations, overhauling of the program, lobbying for the creation of more jobs, etc. may be required in conjunction with reallocation of students among programs. In this case, the adaptive subsystem now would influence every other subsystem to implement changes.

In everyday terms, some functions of the adaptive subsystem would be institutional research; in-service programs for personnel; long-range planning; both contingency and congruency evaluation (that is, assessing how well the college does what it intends to do; and also assessing whether what the college is doing is the correct thing to be doing in terms of social needs, overlap of services, constraints, and good public image.) Once again, colleges typically distribute adaptive functions among a variety of types of roles.

THE MANAGERIAL SUBSYSTEM

This subsystem is concerned with the direction, adjudication, and control of the activities of the five subsystems as such and of the system as a whole.

In discussions of the other four subsystems, the managerial subsystem was frequently mentioned in terms of the reallocation of resources,

and in terms of information. Reallocation of scarce resources is often given as a definition of organizational decision-making, or of administration. We have already noted the importance of an abundance of relevant and accurate information in the process of decision-making.

Thus the integrity of the managerial subsystem in the system as a whole is manifested by its primary function, that of decision-making.

Whereas the supportive subsystem finds out what the environment is demanding in terms of services, it is the managerial subsystem's function to determine the priorities which the system will place on these (see (NOTE 1. on page 240).

Similarly, the adaptive subsystem provides only information and perhaps recommendations regarding change; the maintenance subsystem employs information which has been sorted into priorities by the managerial subsystem regarding which functions are allocated to which roles in what amounts.

The following is an attempt to summarize the many types of allocative decisions with which the managerial subsystem is concerned:

- selection of appropriate goals
- translation of goals into alternative sets of programs and services
- selection of actual program, services
- budgeting
- selection of strategies for achieving program goals, acquisition goals, disposal goals, control goals, service goals, and information management goals

- policies and procedures for optimizing implementation, evaluation, adjustment of strategies.

APPENDIX B

March, 1973 Recommendations to the Administrator
From The Interim Chairmen's Council
In Respect of a New Structure

INTERIM CHAIRMEN'S COUNCIL POSITIONS

ON

A NEW ADMINISTRATIVE STRUCTURE

FOR

RED DEER COLLEGE

Adopted by I.C.C. on March 29, 1973
for submission to:

Dr. R.G. Fast
Administrator

NOTE

The original document from which this appendix is taken included at this point several first draft descriptions which have been excluded. However, these descriptions are provided elsewhere in revised form:

Rationale (See Appendix A);

Philosophy of Red Deer College (See Appendix C);

Goals of Red Deer College (See Appendix C);

Functions of Red Deer College (See Appendix C); and

The description of the functional analysis (see Appendix C).

NOTES ON THE PROPOSED STRUCTURES

A. Policy Development

A College Council (Internal College Council - I.C.C. - in the proposals), the Board of Governors, a faculty association, and a students' association and council are provided for or prescribed in current provincial legislation.

I. C.C. The Success of its predecessors (College Council and the Interim Chairmen's Council) and its membership, duties, and other terms of reference should be reviewed, and then re-negotiated by Board, students, and faculty, as provided for in The Colleges Act.

However, regardless of the specific membership and terms of a new I.C.C., this body generally should be concerned with policy decision affecting the college as a whole: broad policies of the Board will have to be made more specific; in addition, appropriate changes in Board policy will be recommended to the Board.

Other committees, both standing and ad hoc, may be struck by the Board, I.C.C. or others to study policy matters and to make recommendations about existence and exact terms of such committees should not be prescribed; however, their absence from the proposals on structure should not be interpreted as a recommendation for discouraging the use of committees. Together, all the boards and councils shown in the "policy development" portion of the figures, and other committees, should be able to develop well-informed rationally based policies which account for all the functions of the college presently and in the immediate future. These policies should be formulated in such a way that the philosophy, goals, and other constraints such as budget, provincial legislation, and community needs are appropriately accounted for.

Once such an accounting has been made, the day-to-day operations of the College that is, the implementation of policy - can be carried on with expedience by means of a simple, somewhat "taller" structure as proposed in the "implementation" part of the figures.

B. Policy Implementation

Although policy development and policy implementation are never as clearly distinguishable as implied by figures on the last pages of this proposal, implementation can be expedited without violating the guiding principles (such as collegiality, mutual trust, etc.) if the policies guiding implementation have been carefully worked out and are continuously adjusted.

Figure B shows rather clear lines of communication and authority (solid lines). However, some other aspects of the Figures should be elucidated.

1. Service functions. Computing, library, registrarial, and student services (together with business-finance and the academic departments) all exist to provide essential services to the major functions of learning, counselling, advisement, public relations, student placement, and so on. If lines were drawn for every desirable communication channel, the figure would be unwieldy. Thus, for example, library's as well as the Arts chairman's channels to the Director of Programs and Services do not only show who is "responsible" to whom, but also show that the Library services the chairman and his instructors and students in a manner which is suitable because of the information which can move between the Arts Department and the Library.

All of the services (computing, library, registrarial, student, and program development) serve each of the four departments, all of the administration including business and finance in a fashion parallel to the above example. The Academic and Finance Departments and the service function will require inter-coordination.

Most departmental structuring has been omitted in these figures because the proposals are for college structure rather than internal departmental structures. The implication is that departments are free to do whatever they wish in terms of structure provided that constraints and principles of operation are not ignored.

It should be emphasized that the absence of a structural feature does not mean it is forbidden; rather this means that its existence has not been (proposed as) legislated. It should be more satisfactory to most people in a community college that this kind of flexibility and freedom has been built into these proposals of college administration.

WHY TWO PROPOSALS?

The I.C.C. decided to submit two proposals to the Board, and to express its preference for one of them to give the Board an immediate accepted alternative should it decide to reject the recommended proposal.

WHY PROPOSAL I

The I.C.C. prefers Proposal I over Proposal II for the following reasons:

a) Better coordination

Proposal I assigns the function of coordinating the three academic divisions to a specific person, whose job description includes this task as a major part of the job.

b) Greater emphasis on the Program Development function

Proposal I assigns the task of Program Development to a Program Development Officer, who has no other major responsibilities.

c) Fewer day-to-day responsibilities for the President

The task of coordinating the various functions carried out by the three divisional chairmen is carried out solely by the Coordinator, thus relieving the President of this time consuming job. It should be noted that under Proposal II the President could simply assign the coordinating function to his Executive Assistant.

RATIONALE FOR PROPOSING THREE DEPARTMENTS

1. Because of a basic two-dimensional classification of the basic teaching-learning aspect of the College - that is disciplinary vs. program, any one-dimensional system will not be definitive and will be hard to handle.

Experimentation in I.C.C. with defining divisions, departments, program areas, etc. seems to indicate no workable breakdown into several small departments is possible.

Thus a small number of departments - regardless of how defined seems better.

2. No one has proposed a rationale for the number or the nature of departments which is obviously better than the present rationale (p. 4 of Original Proposal to I.C.C. by Clarke). Therefore no change seems warranted.

JOB DESCRIPTIONS

Although modifications will be required as roles and structure are changed and finalized, the following samples are essentially correct.

NO firm recommendations as to titles are included. Those titles given (other than president, registrar, campus manager, and a few other obvious ones) are simply descriptive.

NOTE

The original document included the job descriptions at this point. However, since the job descriptions are reproduced in Appendix C of the present study, they have been omitted here from.

REVISED I.C.C. PROPOSALS OF AN ADMINISTRATIVE STRUCTURE FOR RED DEER COLLEGE

(Revised March 21, 1973)

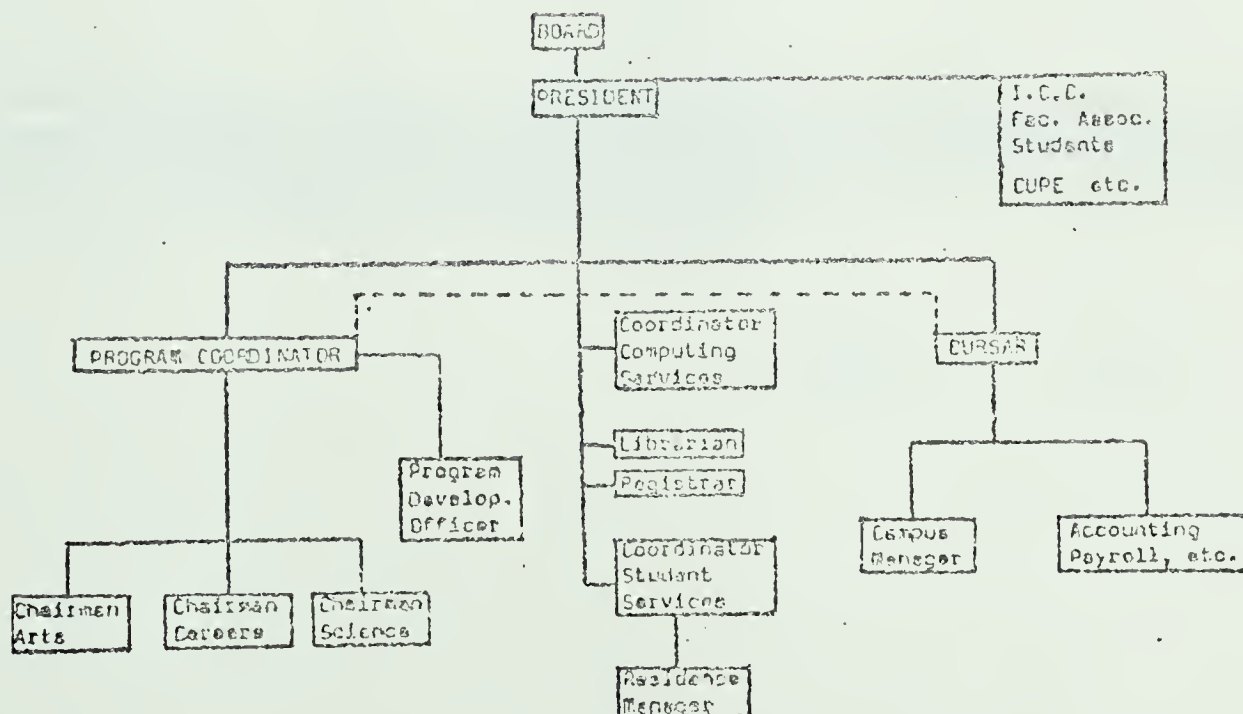
FIRST PREFERENCE

A. POLICY DECISIONS

Internal College Council Membership (subject to changes resulting from re-negotiation in accordance with provincial legislation)

President
 Coordinator of Programs
 Bursar
 3 Chairmen
 Coordinator of Student Services
 President of Faculty Assoc.
 President of Students Assoc.
 Student at large
 Registrar

B. POLICY IMPLEMENTATION



SUMMARY OF SOME ESSENTIAL FEATURES OF JOB DESCRIPTIONS

1. President Supervises academic and service programs and their financing through direct and primary channels to Bursar and Program Coordinator.

Shares direction and coordination of the four major service functions with the Program Coordinator and to some extent the Bursar.

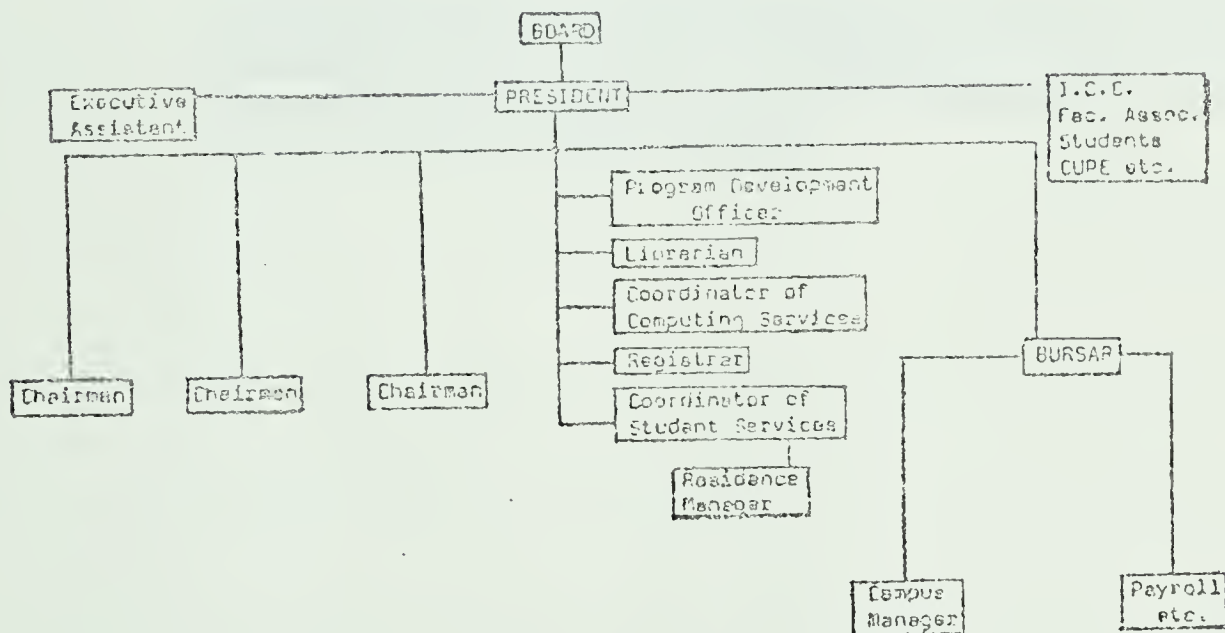
Reserves time for non-routinized discussions with individuals and groups in middle administration, faculty, students and community
2. Program Coordinator Provides direction, coordination and facilitating services required for maintaining programs and services, for improving existing programs, for researching, developing, implementing, and evaluating new programs and services. This includes credit programs, pilot studies, continuing education, community services, institutional research.
3. Program Development Officer Assists Program Coordinator in researching new programs, evaluating existing programs.

The development and review of existing and new continuing education and other special programs is the responsibility of the Program Coordinator assisted by the Program Development Office and also by the three academic departments and the service officer.

SECOND PREFERENCEA. POLICY DEVELOPMENT

Internal College Council Membership (subject to changes resulting from re-negotiation in accordance with provincial legislation)

President
 Executive Assistant
 Bursar
 3 Chairmen
 Coordinator of Student Services
 President Faculty Association
 President Students' Association
 One student at large
 Registrar

B. POLICY IMPLEMENTATION

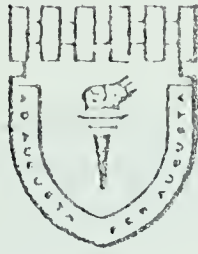
SUMMARY OF ESSENTIAL ROLE DIFFERENCES FROM FIRST ALTERNATIVE

1. President
Supervises all academic and service programs and their financing as in first proposal but maintains more direct, regular contact with the several offices involved. Delegates some of this to the Executive Assistant depending on other obligations, the extent of consultation required at a given time, and the capabilities of the assistant.
2. Executive Assistant
Is delegated coordinating, consultative duties by the President depending on the need at a given time. Available for this work in a wide variety of functions: academic, research, services, finance.
3. Program Development Officer
Assists chairmen and works with other service offices to research new programs and services of all types and to develop existing programs under the direction of the President (or Executive Assistant)

The development and review of existing and new continuing education and certain other special programs is handled by the Program Development Officer under the direction of the President (or Executive Assistant) and with the cooperation of the three chairmen and the other service offices.

APPENDIX C

May, 1973 Documentary Description of
The New Organization Structure for
Red Deer College as Approved
By the Administrator



M E M O R A N D U M

TO: ALL FACULTY AND STAFF
AND STUDENTS' ASSOCIATION.

April 16, 1973.

FROM: R. G. Fast, Administrator.

RE: NEW INTERNAL STRUCTURE FOR RED DEER COLLEGE.

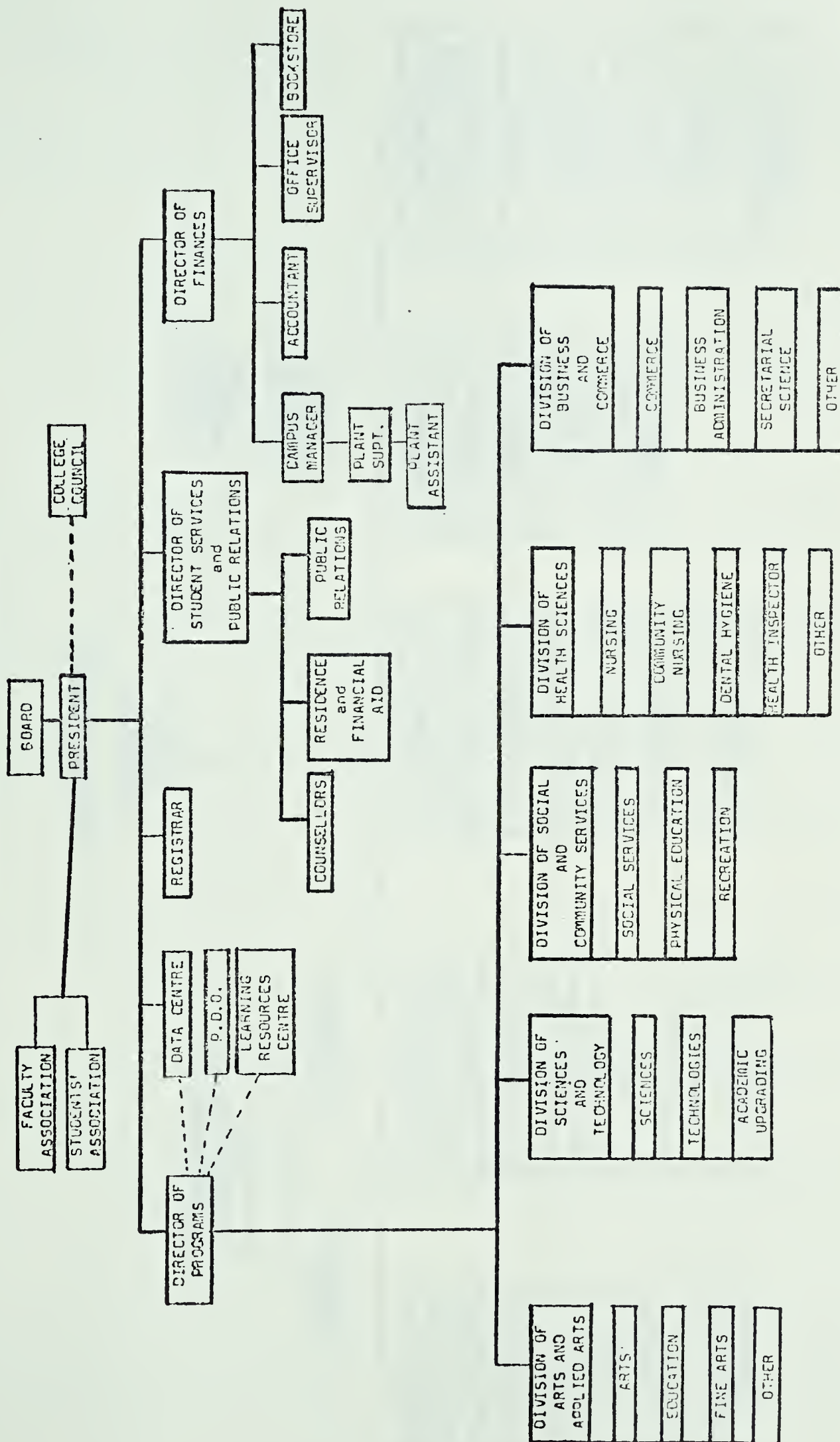
The essential features of the new internal structure of the Red Deer College are summarized below. The small amount of detail that is provided in this memo pertains essentially only to those areas most affected by the structural changes - the educational departments. A complete description of the structure, detailed job descriptions, and other relevant information on the new structure will be circulated in an official document in the near future.

The structure which comes into effect on or about June 1, 1973 (thus making provision for certain transitional and consequential events to occur) was developed and based on the following considerations:

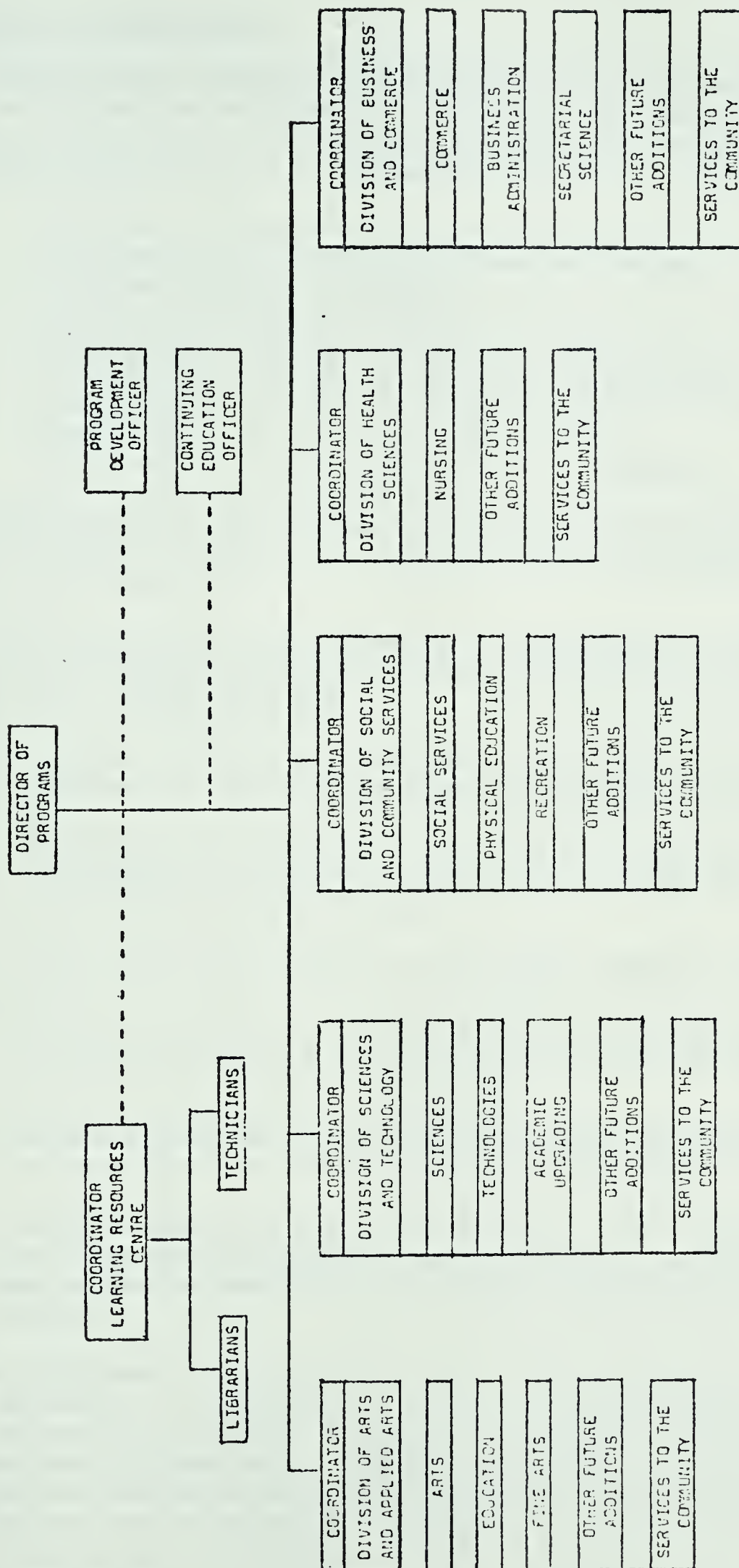
1. Consideration of a detailed statement of the philosophy, functions, and goals for the college followed by a careful development of an appropriate structure to accommodate the major features of the statement.
2. A comparative study of structures in other similar institutions in North America and specifically in Western Canada.
3. An analysis of the problems that have existed in the Red Deer College during the last few years.
4. Careful observation by the administrator of the situation at Red Deer College over a period of approximately eleven months.
5. Consultation with the Interim College Council which represents the interests of most groups within the college.
6. Discussions with numerous individuals.
7. Consideration of faculty views through meetings and questionnaires.
8. A detailed examination of the literature on community college governance.

It is recognized that the structure as depicted on the following pages will not meet with the complete approval of every individual who works within it. Nevertheless, it now becomes imperative that all persons working in the college adopt this as the formal organization which will govern the internal affairs of the institution.

RED DEER COLLEGE ORGANIZATIONAL CHART



DEPARTMENT OF PROGRAMS



A Few Essential Characteristics

The following positions in the Department of Programs are designated herewith as administrative positions, the incumbents of which will not be members of the faculty association, and who will not without the approval of the president teach more than fifty percent of an average workload in any term:

Director of Programs
 Coordinator of the Learning Resources Centre
 Program Development Officer
 Continuing Education Officer
 Coordinator, Division of Arts and Applied Arts
 Coordinator, Division of Sciences and Technology
 Coordinator, Division of Social and Community Services
 Coordinator, Division of Health Sciences
 Coordinator, Division of Business and Commerce

Nevertheless, it is recommended that Divisional Coordinators make every attempt to teach at least one course each term even though their basic functions are administrative.

While specific job descriptions will be provided in a more detailed statement it should be noted here that Divisional Coordinators will have at least the following major responsibilities:

1. Planning, scheduling and implementing programs, courses, and services for the entire division for which they hold responsibility.
2. Coordinating all programs, courses and services both within their own division and within the institution by working with other coordinators and the Director.
3. Administering the operating and capital budgets of the division.
4. Assisting in the recruitment, selection, placement, and termination of faculty members; and allocating workloads according to established policies, guidelines and procedures.
5. Providing leadership in the planning and development of new programs, courses, services, and instructional technologies.
6. Promoting generally the best interests of the institution so that the needs of all advanced education students in Central Alberta may be best accommodated for a period of two years beyond high school.

The advantages of a horizontal rather than a vertical structure have been jointly determined. Accordingly, it is not anticipated that it will be necessary to officially add another administrative level to the vertical structure within the Department of Programs. In order to provide for some divisional autonomy coordinators of divisions with many programs may with the approval of the Director wish to provide to designated individuals a reduced classroom hourly workload to assist in the coordination of certain activities or programs. This, however, shall not result in a reduction in the divisional average classroom contact hour teaching load. No compensation beyond the reduced teaching load will be provided for such activities.

Additional policy and regulatory changes related to or necessitated by the new structure will be implemented by June 1, 1973. These include the following:

1. Divisional Coordinators

Positions for the five Divisional Coordinators will be advertised shortly. Since it is believed that competent individuals exist within the institution to fill these administrative posts, the competitions will be opened initially within the institution only. It may however be necessary to advertise externally in the event that appropriate applications are not received for certain posts.

2. Contractual Benefits

Salaries and other contractual benefits for all positions not currently established as administrative posts will be developed prior to advertising.

3. College Council

Section 50 of the Colleges Act legislates that students, faculty and the board jointly determine the composition and functions of a college council. I believe this too should be in effect not much later than June 1. Therefore, I am asking the Interim College Council which already has representatives of both the students and faculty on its membership to provide me with an initial draft position for the College Council. This will be used as a discussion paper with appropriate members of the students and faculty associations when they meet with the administrator (or board) for purposes of concluding negotiations on the establishment of a college council.

Changes in the Administrative Branches

Since several changes in the Administrative Branches have occurred throughout the year, there will be only minor changes in these areas at this time.

Director of Finances (formerly Bursar). This position will continue to operate essentially the way in which it has been handled this year. Title changes are designed simply to reflect more accurately the positions held by certain incumbents.

Director of Student Services and Public Relations. This office will continue to be responsible for all of the functions currently held by the Department with the exception of the Registrar. Removal of the Registrar's Department from this office will provide more time for a greater emphasis on the formal aspects of Public Relations.

Registrar. Since the Registrar works closely with the three senior directors but also provides the President with reports, statistics and other information, he will report directly to the President. Nevertheless, he shall continue to be an integral part of the senior administrative team.

Data Centre Coordinator. The coordinator of the data centre has educational as well as administrative functions. In addition to data processing programs and computer assisted instruction, he facilitates the computerization of records in the offices of both the Registrar and the Director of Financial Services. Because this position is unique inasmuch as it carries both functions, it is assumed that the coordinator will be required to teach approximately ten hours per week, and therefore he will remain a member of the Faculty Association, and for teaching purposes, a member of the Division of Sciences and Technology.

Coordinator, Learning Resources Centre(formerly Chief Librarian). This centre which contains not only the library but other learning resources as well, facilitates the learning processes. Therefore, the coordinator of the Learning Resources Centre reports directly to the Director of Programs. Nevertheless, he will work closely with all of the Divisional Coordinators in facilitating education in the five main divisions.

Program Development Officer. The incumbent of this post will report directly to the Director of Programs. His main function will be to assist all Divisions in carrying out the research necessary to develop new programs. He should possess enough technical writing and research skills to be able to develop a credible program proposal in any field.

Continuing Education Officer. In the event that the Director and Divisional Coordinators feel that it is necessary to have one person develop, coordinate and approve continuing education and general interest courses, a continuing education officer will be employed.

As was indicated at the outset, a complete description of the new structure will be circulated in an official document at a later date.

I want to thank the many groups and individuals who have given this matter their serious consideration and who have contributed their ideas to me either directly or indirectly.



R. G. Fast,
Administrator.

INTRODUCTION

THE PHILOSOPHY OF RED DEER COLLEGE

At the Provincial Government level, an eclectic philosophy for Alberta community colleges was adopted. Generally, the system should provide both general education and career training for all students, and as far as possible adhere to an open-door policy of student admissions to colleges.

Public colleges are comprehensive two-year, post-secondary educational institutions offering training and education to students of many interests, aptitudes, and types of intelligence. More specifically, colleges seek

1. to broaden the base for higher education in Alberta
2. to ease the problem of access to higher education
3. to advise students according to their capabilities
4. to provide a "salvage function" for those students who have dropped out of school
5. to assist students in adjusting their aspirations in ways that make compatible their potentials and the requirements of programs they choose
6. to serve in some locations as a cultural center for the community.

The aims of our Western Canadian society should be represented in the philosophy of the College. Some of these are

1. The maintenance of a free society which facilitates each individual's further awareness of his or her potential talents and skills; in which all may reconcile these with the aims of institutions in our society; and in which all find opportunities for realizing their potential talents and skills to the greatest possible extent (partly through post-secondary education and the influence of a college in interaction with its community).

A free society fosters one's sense of responsibility to one's self, but also to others and to the society as a whole. Aligning one's goals with those of society emulates a spirit of democracy and freedom which are precious and fundamental to our way of life. This requires self respect and also trust and respect for others. The reason for this is that if a person is totally free in a society, then no one else can be. Therefore, for a whole society to be free, each individual's freedom must be exercised with regard to that of every other individual.

2. A commitment to quality. An individual striving to fulfill his potential implies a commitment to excellence, whether in teaching, studying, in recreation, living, or service to the community both by institutions and individuals.
3. A commitment to service, cooperation and collegiality. Mutual trust and the reconciliation of the goals of individuals with the goals of the society which they constitute implies that men's endeavors, whether in crisis, in work, in recreation or in institutionalized activities, can be best achieved by cooperation, discussion, rationality and collegiality rather than through formalized power, decree, blind obedience to rules, or competition for power and influence.
4. A commitment to service. The College is dedicated to serving its community by providing means for learning, for fuller realization by individuals of their potentials, and for discovery and creativity. The College will look for new means and support existing means for this whether, in the College or in the community.

This "personality" of the College seems consistent with those of individual people, families and other institutions which are considered to be productive, efficient and generally happy within our society.

The essence of the above was stated in a different way by Bosetti in the Post-Secondary Non-University Education Master Plan One (1972: 20-21):

"In order to develop an acceptable external or internal organizational structure, it is necessary to assume a philosophical position relative to the nature of man. This provides the planner with a zone of tolerance within which proposals must be contained."

The philosophy of the college is further reflected by the following principles or assumptions.

Principle 1. All persons in a community are potential clients. The underlying purpose of courses, programs, services and activities in the college is helping individuals to develop and to protect their concept of society through honest and rational-affective methods. Education is lifelong and diversified. A period of time in a college, or any experience which has as its major goal simply reaching and passing an end point is not a complete education. Courses, programs, and activities, must not be ends in themselves. Ensuring the relevance of courses, programs and activities and ensuring their contributions to the goals of individual fulfillment and of meeting diverse social-community requirements emphasizes the importance of the principles of flexibility, responsiveness and excellence for a community college.

The advanced education system will provide educational experiences by which each individual in society may elect to develop his innate potential as a member of society.

Principle 2. If man is perceived as being free and capable of

perfectability, it follows that he requires a strong element of choice as to how and in what direction he may choose to perfect himself. Therefore, the organization providing him with educational experiences must quickly accommodate to his interests and needs. In view of the existing pluralism in society, it is questionable if a tightly-structured monolithic system is desirable or acceptable.

Man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals which he cannot achieve alone.

Principle 3. Adaptability. If one further accepts the view that society is undergoing rapid change and that transience is a fact of life, if it is accepted that knowledge is expanding at an exponential rate and that human values are shifting, then the need for adaptability at the institutional level becomes imperative.

Principle 4. Diversity and Pluralism. If man is viewed as having freedom of choice with regard to his selection of educational experiences, it seems reasonable to expect the educational delivery system to provide a variety of experiences from which he may choose.

But post-secondary institutions in this province and elsewhere on the continent are remarkably similar in that they are striving to perform the same generalized missions. If one adheres to the idea that pluralism in society is desirable, then an important function of post-secondary education is to offer alternative models of careers, roles, and instructional processes. Indeed, these alternatives should include not only those which fit individuals into conventional roles but also those which enable individuals to challenge and change society. Thus the comprehensive, all-purpose institution is only one of the required kinds. The need for specialized services and for institutions providing alternative models of instruction, values, and attitudes is urgent if we aspire to develop and maintain a pluralistic society.

Principle 5. The Nature of Man in Society. This principle, like each of the other four, is an assumption rather than an axiom. Two opposing assumptions are possible, and in this case both are stated before the preferred one is adopted. One assumption is that man is self-centered and as such cannot afford to trust that others are otherwise. Therefore, he must give his own goals first priority. Further, although social goals may be justifiable, they are fundamentally not reconcilable with those of an individual. This means that one's efforts toward his own goals: survival, physical comfort, social gratification, intellectual satisfaction, and self-actualization, may well be attained at the expense of other individuals. It follows that man's goals are not reconcilable with those of the organization nor with those of other people therein. Thus, an organization must depend on sanctions, extrinsic rewards, and so on to assure that the organization's goals are met.

On the other hand, some believe that men are basically "good" and

will, if permitted, seek ways of satisfying their needs and goals such that other individuals and social institutions and organizations are not prevented from doing likewise. The ultimate challenge becomes self-actualization under a strategy which does not hinder (or which helps) other persons to realize their goals.

The preferred assumption is that man tends to be more like the latter than the former stereotype. There is a rationale for this preference. If man were not basically "good", then social mores and the goals of altruistic institutions would be sham and the activities of such institutions would be mere exercises, and would continue only at the mercy of collections of individuals concerned only with their personal goals and whims.

Principle 5, holds that men are capable of and prefer to trust one another, and that men are capable of reconciling their goals with those of society.

GOALS OF RED DEER COLLEGE

Basic Goals

1. Make post-secondary education accessible to all who desire it and can profit from it.
 - a) offer a diversity of programs and services
 - b) provide adequate facilities on and off campus for instructional and co-curricular activities
 - c) provide residences and essential ancillary services on and/or off campus
 - d) maintain a high level of public funding and a schedule of low tuition and other student fees
 - e) secure and disburse funds as scholarships, bursaries, and awards
 - f) advertise, promote, and counsel so that potential students are aware of the programs and services available and of how these may be of value to students.
2. Assist students to establish and to attain realistic personal goals.
 - a) to provide pre-college, in-college counselling to potential students and enrolled students
 - b) provide a variety of co-curricular and extra-curricular programs to supplement counselling--social and recreational opportunities; clubs for social interest groups; opportunities for participation in student and college governance, and for interaction with many types of persons
 - c) to assist students to satisfy lower order needs if possible so that they can formulate educational and higher order personal goals

- d) provide flexible programs which can be suited to students' goals and abilities
 - e) improve transferability to the college and from it so that many alternative sequences of educational and career experience are possible
 - f) assist in placing students in suitable jobs during and following any attendance period at the college
 - g) attempt to reconcile students goals, community needs, and social needs with one another and with manpower requirements in the region.
3. Maintain a high level of quality in each program and service area
- a) develop and maintain a systematic plan for program development and the evaluation of all aspects of operation
 - b) provide pre-requisite, upgrading, or basic skill remediation programs in conjunction with other programs
 - c) facilitate and encourage professional development and staff development, and develop a suitable staffing system (defining of roles, recruiting candidates, selecting, placing, orienting, developing, evaluating).

Program and Service Goals

- 1. University Transfer Programs should be maintained basically as they are, but with modifications that
 - a) ensure adequate service of other programs in terms of course offerings and specialized instructor expertise;
 - b) ensure transferability to a reasonable cross-section of programs in universities so that the college's students can compete with native university students and so that the university sector of the provincial system is served.

Enrollment Goals

- a) The proportion of enrollments in university transfer programs to that in other programs will decrease slightly during the next three years.

Present	73 - 74	74 - 75	75 - 76
55%*	50%	45%	40%

- b) The enrollment in university transfer programs will increase slightly

+5%	+8%	+8%
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* percentages and enrollment figures are approximations only, and are intended to be revised and updated as better information becomes available for defining realistic, worthwhile goals. Enrollment figures (which are not projections) represent net increases over enrollments in programs and courses.

Specifically, the College will implement a special in-service program for practising Recreation Personnel in Central Alberta.

This program should also provide data relevant to further development of a two-year diploma in Recreation Administration. The enrollment goal for the in-service program is 40 - 60 persons on a part-time basis.

2. Technology Programs will be developed and implemented in three areas

- a) In-service courses in cooperation with SAIT and towards special certification (under Continuing Education)

<u>Enrollment Goals</u>	<u>Present</u>	<u>73 - 74</u>	<u>74 - 75</u>	<u>75 - 76</u>
4th Class Steam Engineering Certificate Courses		25*	20	20
3rd Class			10	11
Other			10	10

- b) First year transfer programs to the second year at NAIT/SAIT in capital intensive technology programs. Study is underway regarding chemical technology, majors not offered at Red Deer College in Business Administration, Engineering Graphics, and Library Arts.

<u>Program/Enrollment Goals</u>	<u>Present</u>	<u>73 - 74</u>	<u>74 - 75</u>	<u>75 - 76</u>
1st program	0	10*	12	14
2nd program			10	12
3rd program			10	12
4th program				10

- c) New two-year Red Deer College programs in capital non-intensive programs will be implemented in fields such as medical, veterinarian, communications, food services; one in 1974-75, a second in 1975-76. The College will pursue with the Olds Agricultural College study of a joint Veterinary Technologist Program for implementation in September 1974.

<u>Enrollment Goals</u>	<u>Present</u>	<u>73 - 74</u>	<u>74 - 75</u>	<u>75 - 76</u>
1st year		0	15	30
2nd year		0	0	13

3. Viable career programs will be developed and implemented at the rate of two per year between 1972-73 and 1975-76. These will be in the areas of care of the young, aged, handicapped, retarded, institutionalized, disturbed; hostelry, food, and tourist industries; secondary industries; communications media.

Specifically, the College will further research the Dental Hygiene Diploma Program, and the Health and Environment Inspection Program for implementation in September, 1974; the Teacher Aide Program and several related programs on the care of children. including a two-year diploma program in the care of mentally handicapped to be implemented in September, 1973.

<u>Enrollment Goals</u>	<u>73 - 74</u>	<u>74 - 75</u>	<u>75 - 76</u>
1st Year	30	60	80
2nd Year		25	50

4. Adult Upgrading Programs and Services will be adapted to ensure the integrity of them in conjunction with post-requisite programs in the college, outside the college, or with post-graduate career opportunities -

- a) easy access to A.U.P. by recent dropouts, by those who left elementary or secondary school many years ago
- b) arrange A.U.P. programs for students so that these programs, wherever appropriate, are only the first stage of a current in-college period. (Extend combined A.U.P. and college/university credit programs.)

A.U.P. and related services in the Library-Learning Center will extend opportunities to those persons nearly illiterate, needing basic skill development, at levels between illiteracy and the entry level as it is in 1972-73, and with special needs, such as English for new Canadians.

<u>Program Goals</u>	<u>73 - 74</u>	<u>74 - 75</u>	<u>75 - 76</u>
High school matric/ diploma	+ 10%	+ 5%	+ 5%
Pre High school	0 - 10 students	15	20
Special Programs	0 - 30 students	50	70

5. Community Interest and Personal Interest programs should be diversified in the range of areas included, in the range of type of people served, and in the media and formats by which courses and services are provided.

- a) systematic assessing of needs among all socio-economic groups, all age groups, many geographic locations
- b) systematic solicitation of expression of needs
- c) increased use of short courses, off-campus offerings, joint offerings with community agencies, individualized learning, and radio, television, newspaper, A-V media and print materials
- d) closer articulation of interest courses and special services with credit offerings, special skills of college personnel and community members.

Program and Enrollment Goals

to increase college and community use of the physical and manpower resources

to investigate possible sources for subsidizing non-credit courses and to secure these wherever possible so that courses and services are available to more people

to triple the number of general interest courses, seminars, and in-college activities, and to triple the number of participant-hours during the 1973-74 to 1975-76 period

to implement and expand a music program in diverse areas such as band; choral, music, ballet, and dancing classes; listening and appreciation classes; music and dancing lessons - all of which are highly integrated with credit offerings in music and with music activities in the community.

The college should promote the concept of life long leisure and recreational education which are essential to a healthy, highly technological society.

6. Continuing Education. Closer communications should be established with associations or groups of people representing professions, trades, technologies, businesses, and many vocations and occupations in which in-service training requirements may exist and can be met only by the college.

The college should facilitate, or where appropriate, encourage such groups to provide their membership with recognition or incentives with regard to participation in seminars or courses.

The college should use its communication channels with such agencies (1) to learn of in-service requirements, and (2) to inform agencies of existing or potential courses or services which could help meet continuing educational needs.

The college, in conjunction with other government agencies, should promote the concept of life-long vocational education as is consistent with the phenomenon of rapidly changing societies.

Interest groups which may be served in the 1973-76 period include:

- a) steam engineers (see 2, above)
- b) Institute of Canadian Bankers (I.C.B.)
- c) Registered Industrial Accountants (R.I.A.)
- d) teachers, and teacher aides or volunteer assistants
- e) secretaries and stenographers
- f) day care center workers and volunteers
- g) registered nurses
- h) hospital and auxiliary hospital workers
- i) Public Health Inspectors and food handlers (commercial and institutional)
- j) coaches and trainers
- k) artists, musicians, and choral and band directors
- l) civil service groups
- m) appointed or elected members of policy-making boards, councils, commissions
- n) credit union employees
- o) business (retail, hospitality, food service) management and middle management
- p) recreational personnel
- q) other

. . . , The purpose of delineating functions is to account for what it is that must happen in the College before the above goals (and the more detailed sub goals of programs, courses, and other services) can be achieved.

Thus two . . . assumptions should be stated.

1. The essential components of a college can be described as what occur there - the functions
2. A college is an open system of teleological (goal-directed) functions which are interrelated to one another such that a change in any one may affect all the others.

These interrelated functions become an intricate complexity in a large dynamic system such as a college. The only way that functions can be studied is arranging and describing them according to some system.

The one adopted here involves the subdivision of the system's function into five subsystems.

The Production Subsystem

The functions of the primary production subsystem are most directly related to the work that the system as a whole gets done. Generally, this subsystem comprises functions whereby students, teachers, counsellors, learning resource personnel and materials, information such as needs, curricula, and special skills are somehow combined to produce learning and feedback information for evaluating and improving the process.

Somewhat more specifically the functions of the production subsystem include

1. classroom instruction (academic, social, skill, in-service, recreational)
2. tutorial instruction
3. provision for self-learning
4. educational-vocational advisement
5. personal counselling
6. identification of the system's capabilities for developing the above functions
7. devising strategies for implementation of feasible functions and for evaluating their success in achieving goals.

The Supportive Subsystem

Generally, this subsystem is concerned with the acquisition of resources and the disposal of the finished products of the primary production system. Financial support, a student enrolment, and public acceptance that the system continue to exist are the basic resources. The products are students, and information further justifying the existence of the college.

More specifically, some of the subfunctions are

1. determining, evaluating, and continuously redefining the goals of the system and of the subsystems
2. describing and justifying activities of other subsystems as evidence that resources are required
3. student recruitment and post-college placement in jobs or in other educational institutions
4. recruiting administrative, academic, and support personnel
5. translating acquired information on what the system should be doing into broad statements of goals and into priorities about those goals
6. public relations and promotion
7. translating the requisitions for resource for other subsystems into appropriate forms of requests to be presented to persons or other systems outside the college.

In even more specific terms, are the following functions:

1. making representation to a board for funds
2. petitioning the legislation for funds, program approval, and capital development
3. convincing potential employers of graduates that the latter are qualified
4. advertising
5. researching the needs of all types of potential students, and so on.

The Maintenance Subsystem

In this subsystem, information about goals, duties, and appropriate behavior are combined in some fashion to produce operational rules, policies, and procedures for ensuring that the functions are carried out efficiently, effectively and in ways appropriate under the philosophy and principles for the College.

The Adaptive Subsystem

The adaptive system depends almost exclusively upon information produced or provided by other subsystems for its input. Information on social changes and thereby shifts in emphases among goals, desirable techniques, acceptable products, new needs and wants, etc. is filtered through the supportive subsystem to the adaptive subsystems. Information about how well present goals are being achieved is gleaned from the production subsystem. The degree to which functions in all subsystems are being fulfilled by personnel is gathered from the maintenance subsystem. Information about present priorities in the reallocation of resources by the managerial subsystem is received by the adaptive subsystem. This information is analysed and several types of strategies are recommended to the appropriate subsystem.

If minor adaptation will suffice, then changes in only the production system may restore balance in the system. For example, if a few too many graduates in career programs are being placed into the environment, enrollment adjustments may be adequate. However, if there is a serious glut on the market, better public relations, overhauling of the program, lobbying for the creation of more jobs, etc. may be required in conjunction with reallocation of students among programs. In this case, the adaptive subsystem would now influence every other subsystem to implement changes.

In everyday terms, some functions of the adaptive subsystem would be institutional research; in-service programs for personnel; long-range planning; both contingency and congruency evaluation (that is, assessing how well the college does what it intends to do; and also assessing whether what the college is doing is the correct thing to be doing in terms of social needs, overlap of services, constraints, and good public image.) Colleges typically distribute adaptive functions among a variety of types of roles.

The Managerial Subsystem

This subsystem is concerned with the direction, adjudication, and control of the activities of each of the five subsystems, and of the entire system as a whole.

The most common example of what this means is the reallocation of acquired resources among the five subsystems. In fact reallocation of scarce resources is often used as a definition of management. Reallocation is decision-making. If the decisions produced by the managerial subsystem are to facilitate the overall functioning of the system, then an abundance of accurate, well organized data will be the major input to this system. (And, correspondingly, information is a major output of the other subsystems.)

Thus the integrity of the managerial subsystem in the system as a whole is manifested by its primary function, that of decision-making.

Whereas the supportive subsystem finds out what the environment is demanding in terms of services, it is the managerial subsystem's function to determine the priorities which the system will place on these.

Similarly, the adaptive subsystem provides only information and perhaps recommendations regarding change: the maintenance subsystem employs information which has been sorted into priorities by the managerial subsystem regarding which functions are allocated to which roles in what amounts.

The following is an attempt to summarize the many types of allocative decisions with which the managerial subsystem is concerned:

1. selection of appropriate goals
2. translation of goals into alternative sets of programs and services
3. selection of actual program, services

4. budgeting
5. selection of strategies for achieving program goals, acquisition goals, disposal goals, control goals, service goals, and information management goals
6. policies and procedures for optimizing implementation, evaluation, adjustment of strategies

The Relation Between Function and Goals

If, while reading the above discussion of functions in a college, we try to visualize who or what role is attached to each function, we discover that there is no simple relationship between functions and roles such that all functions could be carried out by persons occupying the typical roles which exist in colleges - instructors, counsellors, administrators, etc. However, this phenomenon proves to be dismaying only if we have a preconception that people occupying college roles must "wear only one hat". If we think about a very typical role, that of instructor, it will become apparent that a person classed as an instructor occupies a many-faceted role: he teaches, he counsels, he plans programs, he works on budgets, he evaluates himself, students, programs, the college's success, and he engages in a variety of "supportive functions" such as student recruitment and placement, and public relations. In fact it is difficult to visualize anyone in a college occupying a single-purpose role.

When the observer becomes comfortable in accepting the likelihood that a single-purpose role is a rare and perhaps naive concept, then the advantages of multi-faceted roles may be more apparent: communications and cooperation among the numerous functions are greatly facilitated when the same individuals are common to several functions; the transfer of experience and knowledge from one aspect of operation to others is greatly facilitated.

On the above basis, a principle for the definition of roles can be developed.

Since any role need not comprise a set of very homogeneous subrole or subfunctions,

since the integrity of the system requires that all goal-directed functions and subfunctions be accounted for,

and since functions should be carried out efficiently and effectively, that is, by people with neither too little nor too much expertise, and by people with neither too little nor too much background knowledge of their respective functions,

Therefore, each role in the college will comprise a set of more or less diverse functions which match the capabilities of its incumbent, and which together with the functions in all other roles account for all that which must be done in order to achieve the goals of the system in a fashion consistent with the philosophy, operating principles, and socio-economic constraints.

(Nevertheless, careful attention is required to avoid inclusion in the same role of sub roles which could result in unresolvable intra-role conflict.)

A Set of Roles and Descriptions for Red Deer College

In this section of the paper, an attempt will be made to disaggregate the five classes of subfunctions into functional elements, and then to cluster these functional elements into roles according to the principle stated in the preceding section. It should be emphasized that many alternative sets of roles could also be developed by clustering the elements differently. And without some empirical study, there is no theory which can predict which alternative would be best in a given college or situation.

(NOTE: For the sake of brevity, only the final stages of this procedure are included in the following pages.)

Participation in Decision-Making

Although only brief mention of this concept as such is made now, the above principle for relating functions to roles is simply an alternate way of stating the participatory decision-making concept.

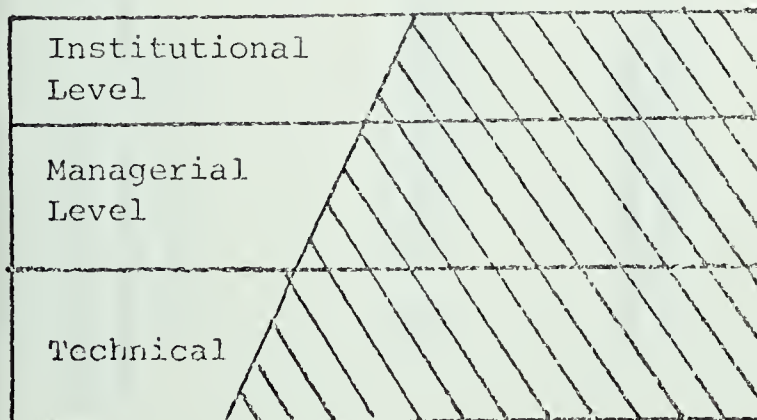
We have emphasized that functions can be properly accounted for only if they are incorporated in roles occupied by individuals optimally qualified (in terms of expertise and experience). Subfunctions relate to many more things that work flow. Many of the subfunctions to be defined involve the obtaining, providing, and analysing of data, the use of these in decision-making, and the actual making of decisions, at various levels of the system.

This "systems approach" to arranging for participative decision-making and institutional governance requires that strategies for formulating the best possible policies will include the capitalizing on the most specialized knowledge about how decision problems can be stated, about how relevant information is used to generate alternatives and the consequences of each, and about how the final choice should be made.

The approach to participation in decision-making is illustrated in Figure 3 in which a decision about a classroom procedure is conceptualized with respect to the degree to which various levels of the college become involved.

- Extent of Participation -

Types of expertise/input



knowledge of priorities, needs for the entire range of programs.

knowledge of one program and the range of courses therein.

knowledge of one program and the range of courses therein plus detailed knowledge of the course in question as it is constituted and as it relates to other courses in the program

Figure 3

Extent (shaded areas) and Nature of Participation
By Level in a College in a Decision Concerning
a Classroom Procedure

Analysis of Functions

I PRIMARY PRODUCTION FUNCTIONS (Instruction, Counselling and Advisement, Learning and Instructional Services)			
1.00 Instruction (class, lab, studio, field experiences, seminars, activities, other presentations)			
1.10 Scheduled Instruction	<p>A. 1.11 conducting classes, labs, etc.</p> <p>1.12 planning a particular learning experience (i.e. one class)</p> <p>1.13 grading, evaluation, student interviews</p> <p>1.14 course planning, evaluation, revision</p> <p>1.15 participation in program development</p>	<p>B. 1.17 program-dept. staffing, participation in college-wide staffing</p> <p>1.18 coordinating professional development</p> <p>1.195 providing for or facilitating professional development</p> <p>1.195 staffing policies; instructional-learning policies</p>	C. 1.19 providing for or facilitating professional development
1.20 Non-classroom Instruction	<p>A. 1.21 casual discussions involving students</p> <p>1.22 attending social functions</p> <p>1.23 acting as faculty advisor in student endeavors</p> <p>1.24 act as consultant for community projects or non-credit programs and services</p>	1.25 as 1.21 through 1.24	1.28 as 1.25
2.00 Advisement and Counselling			
2.10 Educational Advisement	<p>A. 2.11 incidental in-class or out-of class advisement by instructors, professional staff or guests</p> <p>2.12 planned discussion of careers in class or planned field work</p> <p>2.13 assisting in 2.16 by contributing specialized skills or knowledge</p> <p>2.14 individually scheduled personal advisement by specialists - in college or guest experts</p>	B. 2.16 planning and conducting in-depth end/or long term advisement programs	C. 2.18 developing policy and plans re advisement programs, end suggesting procedures
2.20 Personnel Counselling	<p>A. 2.21 acting as confidante and referee (all professional staff)</p> <p>2.22 personal individual counselling by in-college specialist</p>	B. 2.25 arranging for end suggesting to students agencies to which special personal problems may be referred	C. developing policy and priorities between counselling and advisement and among all Primary Production functions
3.00 Ancillary Learning Functions			
3.10 Learning Media	<p>A. 3.11 maintaining a collection of relevant print and non-print learning materials by course, program, department, and college (IMC or library)</p> <p>3.12 helping to specify items to be collected</p>	B. 3.15 promoting and expediting the use of print and non-print materials by students, instructors and others <p>3.16 advising A. and C. levels</p>	C. policies end acquisition use, size of collection
3.20 Providing for basic needs	<p>A. 3.21 maintaining physical plant and environment</p> <p>3.22 food services, housing and residences, bookstore and other services pro-requisite end co-requisite to learning</p> <p>3.23 providing recreational, social and athletic activities integrally related to learning</p>	B. 3.25 utilization of all services to facilitate learning and teaching <p>3.26 coordinating recreational, athletic and social activities</p>	C. plan, and develop policies with respect to learning-related services, environment and activities

A. Technical

B. Managerial

C. Institutional

II SUPPORTIVE FUNCTIONS (Institutional, Public Relations and Executive Services)

4.00 Resource Acquisition (land, capital, personnel)

4.10 Requisition of Provincial Funds (operating and capital)
A. 4.11 demonstrate success of primary production functions in terms of college and provincial goals

B. 4.14 demonstrate success of primary production functions

C. 4.16 demonstrate success of primary production functions in terms of college goals and plans.
4.17 prepare, submit, and defend budget; relevant goals, procedures, and plans
4.18 lobby government through general public (tax payers) local community, local influential groups with their own lobby

4.20 Solicitation for private funds
for facilities, special programs, equipment, end for scholarships, bursaries and prizes
A. 4.21 as 4.11
4.22, participate in fund drives (all levels and students as well as support staff)

8. 4.24 as 4.14
4.25 participate in and coordinate fund drives

C. 4.26) (4.16
4.27) as (4.17
4.28) (4.18
4.29 participate in, coordinate and direct fund drives (particularly solicit funds from societies, clubs, entrepreneurs)

4.30 Recruitment of Faculty, and Administrative and Supportive Staff

A. 4.31 identify special skills, knowledge needed in specific courses, sub-programs
4.32 participate in selection, placement, orientation, end follow-up

8. 4.33 identify the consensus among A. re special needs; reconcile with available personnel; redefine needs in terms of whole department
4.34 participate in or direct selection, placement, orientation, follow-up, and planning (budget)

C. 4.35 define general requirements, direct staffing
4.36 optimize staffing in view of constraints

5.00 Assessment of Needs and Constraints (community, students' parents' manpower needs; social, political, economic constraints)

5.10 Needs assessment (see adaptive function also)

A. 5.11 participate in program development
5.12 evaluate students in terms of their satisfaction and attitude
5.13 participate in systematic research of needs-particularly where specialized skills and knowledge are required

8. 5.14 participate in planning and execution of program development
5.15 coordinate program development
5.16 plan and undertake systematic research into community, social, manpower needs; maintain contacts with potential employers and potential users of other programs and services

C. 5.17 direct program development
5.18 arrange for institutional research
5.19 set policy on systematic research into needs

5.20 Identification of Constraints

5.21 note constraints evidenced by students, parent, community people

5.24 collate and derive consensus of students, parents, and others (including A.) as to constraints

5.27 synthesize identified constraints for examination in developing budgets, goals, plans and other policies

6.00 Recruitment of Students (credit, non-credit, community service programs)

A. 6.01 participate in visitations, career fairs, promotional activities of all kinds including long term, in-depth recruitment programs and projects, particularly where special skills and knowledge are required
6.02 engage in a variety of ad hoc in college and off-campus public relations activities
6.03 assist in registration, program counselling, student orientation

8. 6.04 participate as in 6.31 and assist planning and execution particularly in specialist areas

C. 6.07 direct planning and execution of recruitment activities, but particularly long term, in-depth projects.

6.05 plan, end direct execution of special public relations projects; address meetings, etc. including 6.02
6.06 assist in registration; approval of programs; development of registration logistics

7.00 Student Placement (in other educational institutions; in employment - seasonal and career)

P A R A L L E L

T O

6 . 0 0

R E C R U I T M E N T O F S T U D E N T S

III ADAPTIVE FUNCTIONS (Delineation, collection, analysis and application of information to improve efficient, effective goal achievement) (Program and Service Development, Institutional Research)

8.00 Goal Specification and Planning (Contingency Planning)

- | | | |
|---|--|--|
| <p>A. 8.01 development, revision, and where necessary, respecification of program and course goals and objectives</p> <p>8.02 identification (through student evaluation, student success, etc.) of information relevant for goal specification and planning at B. and C. levels</p> <p>8.03 participation in goal specification and planning at levels B. and C.</p> <p>8.04 participation in 8.07 where special skills or knowledge is required</p> | <p>8. 8.05 development and revision, and where necessary respecification of program and departmental goals, priorities</p> <p>8.06 identification, collation and synthesis of data relevant to goal specification and planning at A. and C. levels</p> <p>8.07 participation in those at levels A. and C.</p> <p>8.08 systematic syntheses of relevant data for college goals and plans, and providing recommendations on these to level C. A primary source of relevant data is needs assessment (5.00) input in raw form by supportive subsystem</p> | <p>C. 8.09 evaluation recommendations in light of otherwise gathered data (e.g. constraints) and adoption or respecification of college's goals and plans. Dissemination of these in A. and B.</p> |
|---|--|--|

9.00 Assessment of Goal Achievement (Congruency Evaluation)

- | | | |
|---|--|--|
| <p>A. 9.01 gathering and provision of all data relevant to measurement of goal achievement-Particularly at course/program level</p> <p>9.02 participating (assisting) in 9.05 where special skills required</p> | <p>8. 9.03 synthesizing all available data on departmental and program goal achievement</p> <p>9.04 identifying most relevant data to be collected at all 3 levels for valid measurement of goal achievement</p> <p>9.05 planning, undertaking, and providing results of systematic research into goal achievement</p> | <p>C. 9.06 assessing and interpreting results of 9.05 in terms of present plans and goals</p> <p>9.07 applying results of 9.06 to 8.00</p> <p>9.08 dissemination of findings among A. and B.</p> |
|---|--|--|

10.00 Program Development

- | | | |
|--|--|--|
| <p>A.10.01 translation of assessed needs (see 5.10) into new or revised programs, courses, curricula, service strategies</p> | <p>8.10.02 translation of needs into alternative programs and services ideas</p> <p>10.03 coordination of program development and revision systematic (additional) research required for development of new programs, or for extensive revision of existing programs</p> <p>10.04 providing statements of needs and constraints (as assessed under 5.10) to levels A. and C.</p> <p>10.05 analysing long term plans and current expressions of needs so that recommendation for priorities can be made to C.</p> | <p>C.10.06 directing of the provision of stated needs and of constraints for program development, program revision, and for the development of other strategies for meeting needs</p> <p>10.07 developing priorities by which most urgent needs are provided for first, and by which strategies for meeting needs can be selected (e.g. credit, non-credit, or other services; instruction vs counselling and/or advisement)</p> <p>10.08 developing priorities by which immediate needs can be reconciled with long-range scenario (and plans) providing information to facilitate supra-system coordination and optimal use of resources</p> <p>10.09 all priorities, policies (including budget) are developed on the basis of recommendations of adaptive functions) in the managerial subsystem</p> |
|--|--|--|

IV MAINTENANCE FUNCTIONS (Execution of Policies)

- 11.00 Translation of Philosophy, Goals, Plans, and Policies into Procedures and Routines to Insure an Appropriate Quantity and Quality of Workflow
- A. 11.01 development of classroom, end non-classroom routines, requirements which will tend to ensure achievement of course and program goals
- B. 11.02 development of guidelines for 11.01 routines and requirements
- 11.03 development of departmental routines, procedures which will tend to ensure achievement of program goals, research goals, staffing goals, etc., e.g., timetables, budget controls, uniform and fair treatment of people, optimal resource utilization, information flow
- C. 11.04 development of policies and procedures which uniformly effect work flow and goal achievement specifically the implementation of
- program-service priorities
 - budget and other plans
 - production functions
 - adaptive functions
 - supportive functions
 - and which ensure college wide optimization of resource, utilization, and which ensure that the manner that goals are achieved is consistent with the philosophy and operating principles of the college.

V MANAGERIAL FUNCTIONS (Policy Making)

- 12.00 Goal Selection
- A. 12.01 participating in goal and achievement strategy selection
- B. 12.04 translation of selected goals into alternative sets of programs and services and devising a strategy whereby all (appropriate) subsystems are organized to implement the best alternative program or service
- C. 12.07 ordering all identified goals in terms of priorities implied by budget, philosophy, and other constraints such as availability and nature of non-monetary resources helping to decide upon most appropriate strategies for achieving selected goals
- 13.00 Budgeting
- A. 13.01 same as 13.06 BY PROGRAM
- B. 13.06 developing long range plans, resource inventory, resource requirements, and a budget reflecting priorities within those BY DEPARTMENT
- C. 13.08 translating long range plans, resource inventory of present resources, and availability of new resources into a statement of priorities
- 14.00 Resource Reallocation
- A. 14.01 as in 14.08 but BY PROGRAM
- 14.02 assisting B. and C. in 14.08
- B. 14.06 as 14.05 but BY DEPARTMENT
- 14.07 assisting C. in 14.08
- C. 14.08 developing policies about the reallocation of resources in the college which are not explicitly prescribed by the budget
- staffing: particularly "joint appointments" such as faculty members who are part-time administrators
- information dissemination: establishing standing or ad hoc committees to collect analyses and disperse information not available in a single part of the college use of physical facilities, capital equipment, and materials

A. Technical

B. Managerial

C. Institutional

ADMINISTRATIVE STRUCTURE OF RED DEER COLLEGE

In order to facilitate the efficient and effective achievement of the goals of the College within the philosophic constraints as outlined above, the organization structure described in this section was developed and implemented during the 1972-73 academic year.

Since structure should facilitate achievement of specific goals in appropriate ways, a structure for a particular college must somehow reflect statements of both philosophy and goals. Accordingly, the rationale for proposing a new administrative structure for Red Deer College comprised five steps.

1. Preparation of a statement of the Philosophy of the College.
2. Preparation of a statement of the Goals of the College.
3. Determining what must occur so that the goals tend to be achieved without violating philosophic and economic constraints; that is delineating the functions of the College*.
4. Dividing up the many kinds of specialized functions or tasks thus determined into roles such that (a) everything which ought to occur will in fact occur, (b) each function tends to be performed by an optimally skilled incumbent, and (c) efficiency is maximized.
5. Arranging the roles in an administrative structure in such fashion as to maximize the extent to which incumbents will be facilitated in fulfilling their roles.

POLICY BODIES

Two major orders of functions are policy decision making, and policy implementation, which can be distinguished to a degree in terms of role and administrative structure.

Provincial Department of Advanced Education

The Colleges Act, now being phased out and replaced by Bill 33 of the Department, provided considerable decentralization with respect to College operations. Policies governing budgets, program implementation existed, however. The essence of such policies in the past and likely in the future can be outlined: The Provincial Government

1. regulates finances of the College system and allocates operating and capital monies among colleges, agricultural colleges, institutes of technology, vocational centers, the universities, and many adult and continuing education operations
2. reviews tuition fees, entrance requirements for students, and major budget items, and major changes in the operation of a college

* A detailed list of functions and the methodology by which they were determined are subjects of an I.C.C. position paper entitled "A New Administrative Structure for Red Deer College" (March 29, 1973), part of which is included as Appendix A.

3. approves or rejects or defers the implementation of new programs, reviews existing programs, and acts as a resource agency in the research, development, and implementation of new programs and services
4. acts as an intermediary between post-secondary institutions collectively or individually, and other government departments or other senior governments in the country

College Boards

These are established for each of the six community colleges by order of the Lieutenant Governor in Council.

Membership: the college president
 a member of the students' association
 a member of the academic staff association
 five other appointees, one of whom shall
 be chairman of the board.

The duties of the Board under the Colleges Act were as follows.
 (These are subject to revision when Bill 33 is proclaimed.) The Board

1. prepares and submits annual and other reports and returns as are required by the Department of Advanced Education
2. ensures that the operations of the College are consistent with legislation and regulations affecting the Department and the Post-Secondary Educational System in Alberta, and with the philosophy and purposes of the system
3. formulates general policies with respect to the organization, administration, operations, and programs and services of the College
4. assumes responsibility for its expenditures for and policies regulating the operations of the college, and is responsible for accounting for such expenditures by keeping complete, accurate records of proceedings and transactions.

This implies certain other functions of the Board which should be carried out in accordance with legislation, and the philosophy of the college:

1. maintaining and improving land, buildings, and other capital holdings of the Board
2. furnishing and equipping its buildings and its programs
3. accepting gifts, grants, devises, or bequests of property made to the Board
4. acting as trustee of monies or property given or bequeathed for the support of the college
5. subject to the terms of any trust upon which it may be held, appropriately investing monies of the board not immediately required to be expended for any purpose for which they may be lawfully applied

6. drawing, making, accepting, endorsing, and issuing promissory notes, bills of exchange and other negotiable or transferable instruments
7. formulating, reviewing, and implementing policies to facilitate specific functions of the college. Where, in consultation with its senior executive officers, the Board may determine that its direct participation in the implementation of certain policies may be appropriate from time to time due to special expertise of Board members.

Policy areas:

- (1) Primary Production (Policy implementation areas in which the Board may participate directly are marked with asterisks)

Staff placement

Salary negotiations; establishment of terms of employment; negotiation and administration of collective agreements*

Student advisement, counselling, placement (e.g., transferability*), evaluation, awards, conduct

Staff and professional development

Ancillary Services (residences, bookstores, community use of facilities and services)

- (2) Supportive Functions

Promotion, public relations, career fairs, open houses

Acquisition of resources (budget approval, fund raising)

Recruitment of staff, faculty, students

- (3) Adaptive Functions (Institutional Research and Development)

Publication, dissemination, and application of appropriate reports and statistics*

Delineation*, collection, analyses of data on community needs, student needs, effectiveness of the colleges programs and services (certain data are "soft" data provided mainly during discussions with community members, government officials, conference, workshop, or meeting participants.*)

Review and approval of proposals respecting programs and services

Establishing program and service priorities* (includes budgeting and other short and long range planning)

Approval of revised plans, philosophies, goals*

- (4) Policy Implementation

Board procedures for reviewing the effectiveness and consistency of its policies*

Procedures for ensuring policy implementation*

Evaluation of policy implementation*

As above, and

- creation of committees, and other policy bodies to which some policy-making is delegated
- ensuring integration of board policies with other internal and external policy bodies such as the Department, the Internal College Council, Faculty Association, Students' Association, ad hoc committees, college advisory committees.

This may require Board representation* on other policy bodies

Students' Association

Unless the Lieutenant Governor in Council or the Legislature rules otherwise the Students' Association is a corporation, may-subject to Board approval-lease or purchase property, and must have books audited by the Board or its nominee at least once yearly, is represented on the Board, the Internal College Council, and on other policy bodies and usually on certain committees such as selection committees. The Students' Council generally governs the Students' Association, sets membership fees, communicates with the Board through the president or its representative on the Board.

Academic Staff

The academic staff association has been, under the Colleges Act, the organization recognized by the Board as the official body representing the academic staff members of the College and with which the Board must enter into collective negotiations.

The academic staff association may also act as the professional association for its membership and consider professional ethics, professional development, and the like.

The Internal College Council

In accordance with the Colleges Act, the exact membership and term of reference of the Internal College Council (I.C.C.) will be negotiated by the Board, Students' Association, and Academic Staff Association.

Generally, however, the I.C.C. will be concerned with the following policy matters:

1. Implementation of Board Policy through translation of such general policies into guidelines and lower order policy statements which can be implemented readily by appropriate administrators, faculty, staff, students, and committees empowered to act.
2. Recommending to the Board new policies, policy changes, changes in Board approved statements of philosophy, goals, or, objectives, and other changes in formalized short- and long-range plans.
3. Policy decisions and other decisions referred to I.C.C. by the Board such as prior approval of program or service proposals.

4. Other sub-Board policy matters which tend to affect the College as a whole, and which tend not to be routine decisions.
5. Such other duties mutually acceptable to all of the bodies represented by I.C.C. as well as to the membership of I.C.C.

Cultural Activities Trust Fund Committee

The following statement of policy was approved by the Administrator in January of 1973.

Trust Fund and Trust Committee

1. Effective this date the Arts Activities fund shall be converted from a College operating account to a College trust account, and shall be named the Cultural Activities Trust Fund (C.A. Trust Fund).
2. There shall be established a Trust Committee composed of:
 - a. Five (5) faculty members elected annually in September, with a minimum of three (3) from the Department of Arts and Education, and,
 - b. Two (2) student members, normally one of which will be the Student Activities Coordinator
3. The Chairman of Arts and Education will convene an annual election in September of members of the C.A. Trust Fund.
4. The Committee shall elect a Chairman, a Secretary, and a Treasurer to carry out the duties assigned by it.

Purposes and By-Laws

5. The purpose of the Fund is to underwrite, in whole or in part, cultural activities projects of a continuing or ad hoc nature, undertaken by students and staff of the College, and approved by the Trust Committee. Further elaboration of purpose, not inconsistent with this statement, and delimitation pro tem of the expression "cultural activities projects" shall be at the discretion of the Trust Committee.
6. The Trust Committee shall establish its own operating by-laws and underwriting guidelines consistent with this statement

Funding

7. The annual Cultural Activities Fee, now charged to all students and revenue from activities underwritten by the C.A. Fund shall be the basic revenue of the C.A. Trust Fund. The fee shall be collected by the Bursar at the registration and credited to the Trust Fund. For Committee internal purposes, the Bursar shall supply an approximate fee-income figure as soon after registration period as possible.

8. The Trust Committee may accept, and the Trust Fund shall then be credited with, any gifts or other donations made for purposes compatible with this statement. 310
9. When joint funding of cultural activities projects is arranged with other sources, the additional sums as received shall be credited to, and disbursed from, the C.A. Trust Fund.

Operations

10. Definitions -

- (1) "Encumbered funds" shall mean funds voted for support of a project. .
- (2) "Committed funds" shall mean encumbered funds against which orders for goods and services have been placed with a supplier.
- (3) "Expended funds" shall mean committed funds which have been paid to a supplier for goods or services received.

11. The Trust Committee shall:

- (1) Maintain records of their proceedings such as will indicate the nature and extent of all encumbrances of funds, with the supporting votes; and,
- (2) Maintain records of their financial operations such as will indicate current commitments and expenditures on all projects for which funds have been encumbered.

12. The Trust Committee shall neither;

- (1) Expend funds greater than those encumbered for a project without having first passed an amending motion; nor,
- (2) Encumber funds greater in total than the current credits in the Trust Fund without the approval in writing of the Bursar.

13. The Trust Committee shall:

- (1) Publish an interim financial statement as of December 31 in each year; and,
- (2) Publish a final financial statement as of April 30 in each year, audited by the Bursar or his delegate.

Disbursements

14. Procedures for expending funds shall be those determined by the Trust Committee and the Bursar.

Many of the supportive staff in the College are represented by a bargaining agent as provided for in certificate No.7-72 of the Alberta Labor Act. (See also, the current Agreement between C.U.P.E. Local 1445 and Red Deer College.)

Canadian Union of Public
Employees
Local 1445
Red Deer, Alberta.

-and-

Red Deer College
Red Deer, Alberta.

WHEREAS an application for certification of a bargaining agent for a unit of employees of Red Deer College, Red Deer, Alberta, has been received from the applicant trade union by the Board of Industrial Relations under the provisions of the Alberta Labour Act.

AND WHEREAS, the Board has determined the merits of the application in the manner provided by the Act and is satisfied that the applicant trade union should be certified as bargaining agent.

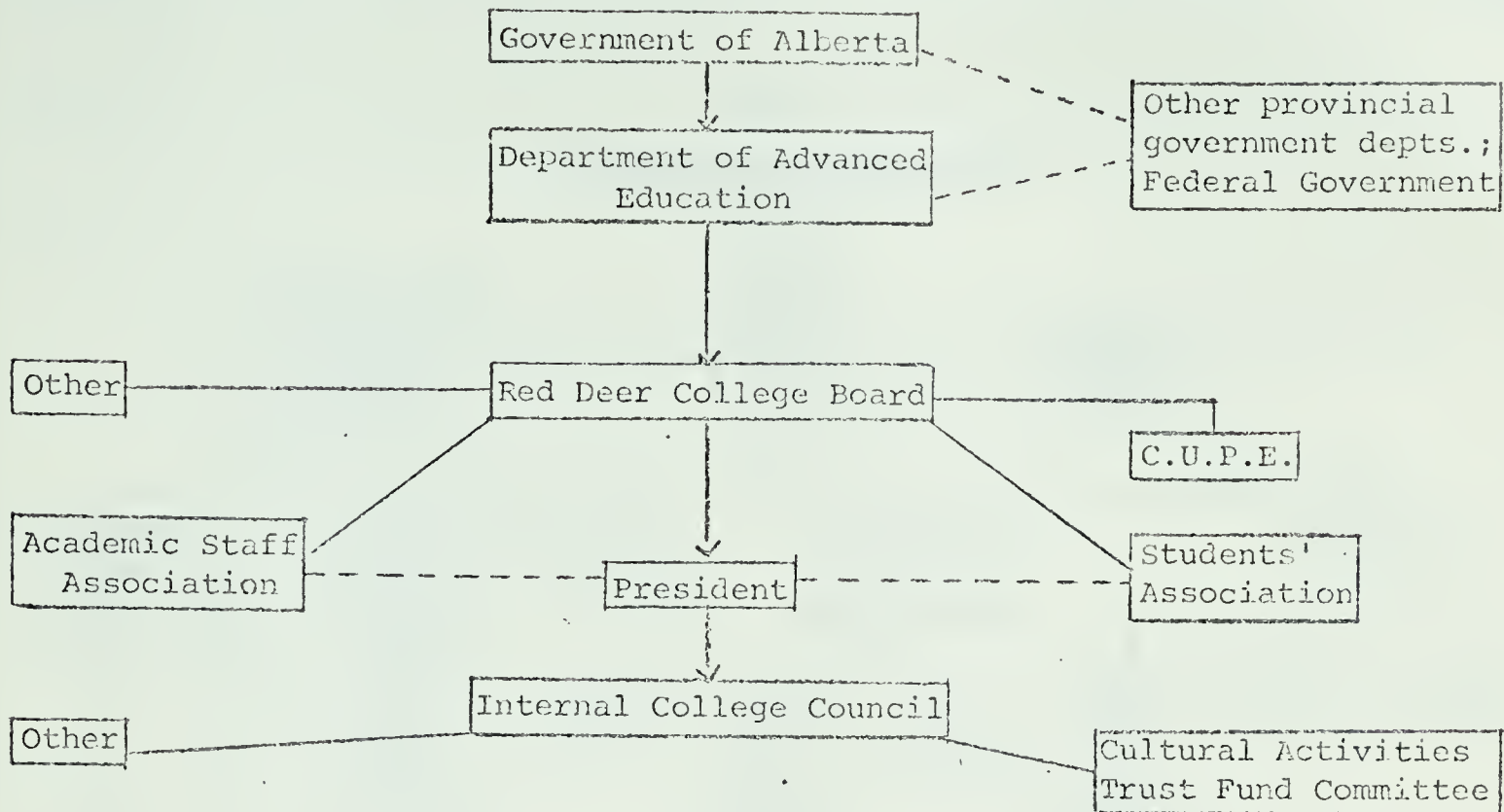
NOW, THEREFORE, the Board of Industrial Relations does hereby certify the Canadian Union of Public Employees, Local 1445, Red Deer, Alberta, as bargaining agent for a unit of employees of Red Deer College, Red Deer, Alberta, comprising:- "All clerical staff excluding President's secretary, Vice-President's and Bursar's clerk-stenographer, casual part-time employees and computer technicians and technologists."

ISSUED at Edmonton, Alberta, this 14th day of January, 1971, by the Board of Industrial Relations and signed by its Chairman.

Other Standing and Ad Hoc Committees Concerned with Policy

No such committees are officially included in the Administrative Structure; however, neither are their existence forbidden. Generally, the judicial use of advisory or empowered committees with appropriately constituted membership and terms of reference will likely be encouraged by other policy bodies.

The only major disadvantage of committees is the failure to delegate to them the authority which they were intended to have.



POLICY IMPLEMENTATION

Introduction

Provided that the above policy development structure maintains an internally consistent policy base which appropriately reflects the philosophy and goals of the College and of the post-secondary educational system of the Province, the roles and the arrangement of these which are described below, should provide for effective and efficient implementation of policies such that all necessary functions of the college are performed and the goals of the college tend to be fulfilled.

The Administrative Structure is intended to facilitate the functioning of the College and the structure was built during careful study of the functions, goals, and philosophy of the College. This is not to say that other structures may not tend to facilitate the operations of the College, and that another key to successful functioning is not the people who occupy the roles.

As the enrollment, availability of resources, community needs, program emphasis, and many other aspects of the College change, adjustments in the structure and the role requirements will be necessary and have been provided for in the duties delineated in the preceding section for policy bodies.

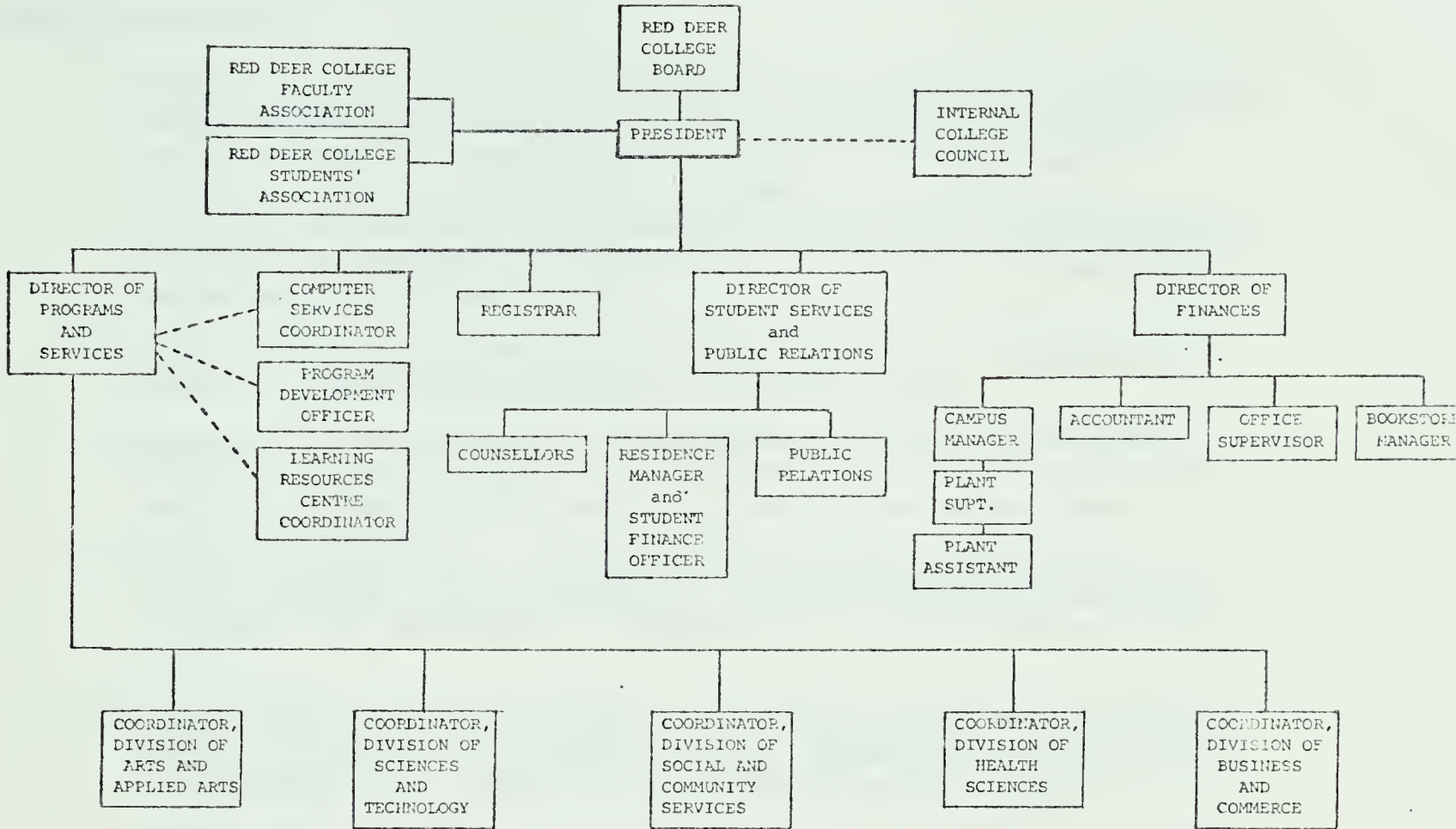
Organizational Chart

The following chart depicts the location of the roles of administrators, of certain policy bodies and divisions in terms of formal authority and communication channels.

Fuller understanding of the administration of the college requires careful study of the role descriptions which follow the chart.

Figure 2

RED DEER COLLEGE ORGANIZATIONAL CHART



EXTANT PROGRAMS	<ul style="list-style-type: none"> - University Transfer: Arts - University Transfer: Education - Art and Science Diploma - Art and Design Diploma - C.E., C.S. Fine Arts and Crafts - C.S. Academic and Interdisciplinary - C.E. related professions, and vocations 	<ul style="list-style-type: none"> - University Transfer: Science - University Transfer: Pre-professional - Academic Upgrading Program - Arts and Science Diploma - Pre-Technology Program - C.E., C.S., including P.E.T.P., Power Engineering, and Science vocations 	<ul style="list-style-type: none"> - University Transfer: Phys. Ed. - University Transfer: Recreation - Social Services - C.E., C.S.: Social Workers, Child Care Workers, Recreation 	<ul style="list-style-type: none"> - Nursing Diploma - C.E., C.S., R.N., Food handlers 	<ul style="list-style-type: none"> - University Transfer: Commerce - Business Administration Diploma - Secretarial Science Diploma - C.E., C.S., R.I.A., I.C.B., Credit Unions
PROGRAMS ANTICIPATED FOR THE IMMEDIATE FUTURE	<ul style="list-style-type: none"> - University Transfer: Fine Arts - Community Music Program and Services 	<ul style="list-style-type: none"> - Joint Technologies with S.A.I.T. and N.A.I.T. - Computing Science Program 	<ul style="list-style-type: none"> - Mentally Handicapped Children: Care Program - Day Care Center Worker and Earlier Childhood Education - Geriatric Care Program - Community Leisure Planning and Recreation Diploma Program 	<ul style="list-style-type: none"> - Community Nursing Program - Dental Hygiene Program - Post-R.N. Certificate Programs 	<ul style="list-style-type: none"> - Business Administration and Secretarial Science Speciality Programs
PROBABLE PROGRAMS OR PROGRAM AREAS	<ul style="list-style-type: none"> - Journalism Diploma - Teacher Aide Program - Library Technician 	<ul style="list-style-type: none"> - Capital Non-Intensive Technologies 	<ul style="list-style-type: none"> - Generalized Programs in Caring for exceptional, gifted, aged, handicapped persons 	<ul style="list-style-type: none"> - Health and Environment Programs 	

The President, as chief executive officer of the College Board of Governors, is ultimately responsible for the efficient and effective implementation of Board policy toward the achievement of college goals and in a manner consistent with the philosophy of the College.

Policy Development

1. Needs Assessment, Program Development and Institutional Research The President with the Board and in I.C.C. develops general policies about the means for and extent of research into educational needs, about how these are to be translated into programs and services, and about how the extent to which programs and services achieve goals and can be determined and applied in improving college operations.
2. Goals. Needs as determined in the community are translated into general statements of program and service goals.
3. Resources. The President in cooperation with the Board and Internal College Council (I.C.C.) translates goals into statements of resource requirements and priorities among these.
4. Resource Acquisition. Policies governing the acquisition of capital monies, operating monies, physical resources and human resources are developed in cooperation with the Board and the I.C.C.
5. Post-College Student Placement. Policies governing the placement of graduates in jobs or in other educational institutions are formulated in cooperation with the Board and I.C.C.
6. Budgeting. The President works with the Board and other administrators and college personnel to develop and get approved a budget which reflects (a) program and service plans and priorities (b) staffing requirements and priorities (c) physical resource requirements and allocation priorities, and (d) the goals, philosophy, and other policy statements which can be implied in a budget.
7. Internal College Policy. The President and I.C.C. respecify Board policy in more operational terms and in more detail to expedite its implementation. On behalf of I.C.C. he makes recommendation to the Board regarding the need for new policy or for policy revision. The President strikes and where required serves on such other policy committees as may be requested by the Board, or as may be required by the I.C.C. Shares chairmanship of I.C.C. with the Program Director.
8. The President serves on policy boards or advisory boards in the community or in the Provincial Government where time permits and where the interests of the college are served directly or indirectly.
9. The President assists in clarifying policies designed to expedite college operations, to control workflow, to regulate and coordinate the diverse array of interrelated functions and activities within and around the college.

Implementation. The President is responsible for executing the policies approved by the College Board.

1. analyses and interprets data of various types from various sources to help setting of policies, priorities; to assist in goal redefinition or reaffirmation; to develop criteria for judging among decision alternatives
2. works with Program Director in proposing staffing procedures and in the supervision and evaluation and follow-up of staff
3. coordinates collection of budget data through directors and coordinators and compiles budget proposals.
4. prepares agenda and minutes for board, I.C.C. and other policy meetings; is responsible for background information required for policy decisions
5. works with Program Director in coordinating, supervising and evaluating primary functions, service functions and the personnel involved in both
6. compiles data and data analyses and provides them to decision makers at all levels
7. meets with community groups, various government agencies, business and industries to promote the College, its programs, its graduates, and to justify or lobby for resources for the College
8. seeks meetings with faculty, staff, students and other internal groups and individuals to improve morale, information flow, and the collegiality of the college. Is available for consultation with those reporting to him, coordinating with him, and for consultation with a variety of groups and individuals in the college and in the community
9. engages in public relations, promotion, need assessment in areas where his special expertise is required; cooperates with other activities in these functions
10. participates in or cooperates with such other activities which he or the Board deem necessary for the formulation of appropriate policies or for the effective and efficient execution of College policies
11. will designate prior to absences from the College someone to act, where possible in the President's stead and will orient the designate accordingly. The designate would not have the official title "Acting President" except under extraordinary circumstances such as prolonged absence of the president.

The director reports directly to the President and assumes a major responsibility for the planning, implementation, and development of programs of study and related services. He works closely with Divisional Coordinators, Learning Resource Centre Coordinator, the other Directors and the Registrar in developing programs, arranging for their finance, and maximizing learning opportunities for students. He must be conversant with the philosophy of the institution, with its capabilities, and with alternative learning strategies.

Policy. The Director of Programs and Services

1. advises the President in proposals for policies respecting programs and services, and institutional research and development
2. participates at I.C.C. in the formulation of College policies and recommended Board policies
3. assists in the development of capital and operating budgets and of other plans for the academic Divisions of the College
4. develops programs, services, and research priorities
5. formulates policies and priorities in continuing education and coordinates these with policies respecting other programs and services
6. assists the President in planning, budgeting, faculty and community relations, and the general administration of the College
7. participates in the development of educational specifications and other plans with respect to future campus development

Implementation. The Director of Programs

1. implements staffing policies in the academic Divisions and optimizes the utilization of personnel for the achievement of program and service goals
2. supervises the delineation, collection, analysis of program evaluative data, and disseminates findings to help ensure appropriate action
3. assists the President, and in some instances acts in the President's stead, in public relations, promotion, and recruitment, and in need assessment where special expertise is required
4. supervises the functioning of the Program Development Officer: defining data requirements, necessary analyses and research priorities
5. maintains with the Program Development Officer close communications between the College's research functions, and those in other colleges and in government departments

6. co-edits the College's annual report under the supervision of the Board and in cooperation with the other two Directors 317
7. coordinates the interpretation and implementation of policy in the Learning Resources Centre, the Data Centre, and the Registrar's Office with the functions of the Divisions, and where appropriate, with the functions of the other Directors
8. engages in promotion, student recruitment, and community relations with respect to continuing education in the College and facilitates the coordination of parallel functions in the Divisions
9. maintains close liaison with other educational institutions in the community and supervises the articulation of programs in all Divisions with those of high schools and universities
10. interprets existing policies and priorities and analyses pressures for changed policies and priorities most relevant to programs and services to (a) assist Divisions and the College as a whole in budgeting and planning, and (b) to prepare his own budget
11. administers his own budget which includes continuing education and institutional research, and assists Divisional Coordinators, Coordinators, and the Registrar to plan and to administer their budgets as requested
12. supervises the implementation of new programs, new or revised courses, and new or revised learning strategies
13. in collaboration with the Program Development Officer provides a consultative service for faculty members and other administrators involved in program development, institutional research, and College in-service programs
14. engages in such other activities and provides such other services as are consistent with the functioning of his office and/or as are deemed necessary by the Board
15. strives to foster good morale and systematic, cooperative effort among administrators, faculty, and students toward the achievement of the program and service goals of the College
16. will designate or have designated by the President or Board an acting program director during prolonged absences of the Director of Programs and Services

Qualifications. Successful administrative experience in a community college, and a Master's degree in administration are essential. Training in administration at the Doctor's level is desirable.

This position requires an innovative person whose experience and training give him the flexibility and insight required to work closely with all kinds of people including those in a variety of academic disciplines. He must have considerable leadership ability and sensitivity for those working with him.

This Director reports directly to the President in fulfilling his responsibilities for the development of policies and programs in student personnel services. He works closely with the Program Director and the Divisional Coordinators since most phases of student services are integrally related to learning programs and services. Similarly, College promotion, student recruitment and placement, and educational advisement are closely related to learning programs and services, and thus require constant communication and consultation with the President, the Program Director, the Divisional Coordinators, the Registrar, the faculty and the Students' Association.

Policy. The Director of Student Services and Public Relations

1. advises the President on Board policies respecting student personnel services and good college-community relations
2. participates at I.C.C. in the formulation of College policies and recommended Board policies
3. develops and administers the budgets for his office
4. interprets and implements Board and College policies governing student services and College promotion
5. develops policies to facilitate coordination of advertising, and news releases from the College
6. supervises the development of policy statements for the Residence Handbook and for centralized fund raising projects and student awards in accordance with established policy
7. develops policies governing student recruitment, educational-vocational advisement, personal counselling, and post-college placement which are consistent with the philosophy of the College

Implementation. The Director of Student Services and Public Relations

1. works with his counsellors, the Program Director, Divisional Coordinators, the Registrar, and the faculty in the implementation of promotional, advisement, and student recruitment and placement programs
2. supervises the work of Counsellors, the Residence Manager and Student Awards Officer
3. maintains a central registry of advertising and promotional materials, and of fund raising and promotional plans, activities and achievements
4. consults with the President, all administrative officers, and other groups such as the Students' Association and Faculty Association on a frequent, regular basis in order to maintain a constant flow of information for the preparation of news releases and public relations materials
5. designs and coordinates major promotional and student recruitment programs including displays, college visits, school visitations, and long-term media advertising programs
6. arranges for student referrals to downtown service agencies

for financial, social, family, psychiatric and medical counselling services which are beyond the scope of normal student services in the College

7. is responsible for implementing appropriate in-college student services--health, financial, personal and educational and vocation counselling services in cooperation with the Students' Association, the faculty and the administration
8. assists in the preparation of policy statements and hand-books respecting residences, student awards, student services, regulations and procedures; takes an active role in the dissemination of this information to all groups in the College and the college region
9. acts as a contact person and, on occasion, host for visiting groups, dignitaries, and individuals
10. undertakes speaking engagements and certain other special promotional activities: occasionally, he will act in the stead of the President or will arrange similar engagements for the President and other Directors
11. is available to act as an intermediary between students and other groups in the College
12. represents students' views and requests to community agencies and acts on their behalf where appropriate. This includes such matters as part-time jobs, public transportation, off-campus housing, use of community entrepreneurial and recreational facilities
13. evaluates and develops the entire range of student services and public relations programs
14. arranges for student services personnel to engage in in-service and continuing education learning programs and services

Summary. Generally, the Director of Student Services and Public Relations is responsible for

- a) communicating an accurate image of the College as a means of informing prospective students and their parents about opportunities at the College
- b) assisting students to gain access to College experiences by means such as educational advisement, awards, housing, part-time jobs, and personal counselling
- c) assisting students to find out-of-class social and learning activities such as are available in student government, in participation in college governance, and in other co-curricular activities
- d) assisting each student to recognize his potential and to find alternative programs and subsequent vocational alternatives by which this potential can be realized
- e) fostering college-wide and community-wide concern for the general welfare of students

1. considerable skill in administering student service areas including counselling, guidance, testing, advisement, student placement, advertising and communications techniques
2. a basic knowledge of budgeting and educational planning
3. extensive, successful experience in human relations and will be excellent in dealing with students and in promoting the College to outside agencies, groups, and individuals
4. an outgoing and warm personality
5. teaching, administrative, and public relations background
6. a minimum of a Master's degree in counselling or educational psychology, and, if possible some formal training in administration and communications media.

The Director of Finance is the Chief Fiscal and Business Officer of the College. He reports directly to the President, and acts when required as the Secretary-Treasurer of the Board. He is responsible for the administration of finances; purchasing; supportive, maintenance, and security personnel; bookstore; and, plant operations. Preparation of the annual budgets and fiscal reports, and maintenance of financial liaison with the Provincial Government and, occasionally, Federal Government funding authorities are under his jurisdiction.

Policy. The Director of Finance

1. advises the President in proposals for fiscal policy and budgeting, and of the fiscal implications of other policies and plans
2. participates in the development of operating procedures and practices whereby Board policies are to be implemented
3. coordinates the preparation of the annual operating and capital budgets in all Divisions and departments of the College, including his own
4. participates at I.C.C. in the formulation of College policies and recommended Board policies
5. acts as a consultant during collective bargaining and the development of related policies and conditions of employment
6. participates in the planning for new construction and for renovations in the plant

Implementation. The Director of Finance

1. supervises the preparation of the capital and operating budgets, accounting systems and practices, financial analyses and interpretations, and budgetary controls.
2. coordinates the acquisition of funds from authorized sources, and controls disbursement and investment of such funds
3. coordinates the automation of financial operations with the Data Centre Coordinator
4. plans a comprehensive insurance program
5. develops and supervises purchasing, payroll procedures, and assists in the interpretation and implementation of collective agreements
6. with the assistance of the Campus Manager, provides for internal communications including postal and telephone services
7. supervises the provision of supportive staff and auxiliary services such as the Bookstore and Cafeteria
8. with the assistance of the Campus Manager, coordinates all College construction and renovation programs
9. organizes and coordinates custodial and maintenance operations to provide sanitation, safety, security and cleanliness of the College buildings, grounds, equipment and facilities

10. is responsible for occupancy, and equipping of all College facilities in cooperation with the appropriate administrators

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11. advises Board and staff on the formulation, interpretation, and implementation of fiscal and financial policy

Qualifications.

The Director should possess broad experience in all phases of College business administration (or the equivalent executive level experience in business or industry): financial management, personnel administration, and plant construction. Some background in human relations, labor negotiations and planning systems such as PPBS are essential. Some teaching experience at the College level is desirable.

The Director should hold an undergraduate degree in business or commerce. An advanced degree in administration or a professional accounting certificate also is desirable.

DIVISIONAL COORDINATORS

The Divisional Coordinator serves as a link between the faculty and the administration. The job is a difficult one because the coordinator acts from time to time as an instructor, as well as an administrator with major responsibilities in instructor supervision.

The Coordinator reports to the Program Director and works closely with the Learning Resources Centre Coordinator, the Registrar, The Directors of Student Services and of Finances, as well as with faculty members and students.

Policy. Each Divisional Coordinator

1. is responsible for organizing his Division and developing Divisional policies and procedures to expedite its operations in a manner consistent with College philosophy and Board policy
2. is responsible for developing and administering the capital and operating budgets for his Division
3. participates at I.C.C. in the formulation of College policies and recommended Board policies
4. develops learning strategies and long-range program and curricular plans in consultation with his faculty, the Program Director, and the Program Development Officer
5. works with faculty, the Program Director, and Learning Resources Centre Coordinator in developing proposals for policies governing the operation of the Learning Resources Centre
6. works with the Directors of Programs and Student Services and Public Relations in the development of policies governing promotion, student recruitment, school visitation educational advisement programs and student placement programs in jobs or transfer institutions
7. participates in the development of policies and procedures respecting institutional research, student evaluation, the evaluation of instructors courses, and programs, and the use and future development of facilities
8. assists in the development of educational specifications and other plans for future campus development.

Implementation. Each Divisional Coordinator

1. works with the Director of Programs in the development, implementation, and evaluation of programs and services, of courses, curricula, and instruction, and related duties for the entire Division
2. develops proposals for and administers the capital and operating budgets of the Division
3. assists in the recruitment, selection, placement, orientation, evaluation, development, and where necessary, termination of Divisional faculty members and sessional instructors

4. provides leadership and resources for Divisional program development and other research projects, and helps coordinate these with similar projects in other Divisions and in the offices of the Program Director
5. participates extensively with his faculty in promotional projects whereby the Division, or the College as a whole, informs the community of the institution's capabilities for providing a variety of services to the community including appropriate learning experiences for post-secondary students
6. coordinates the articulation of the Divisional instruction program with that of feeder high schools, other colleges and the Institutes of Technology, and universities
7. cooperates in programs designed to improve student recruitment, educational advisement, information, vocational guidance, and post-college placement
8. helps maximize the utilization by faculty and students of services provided by the Learning Resources Centre, the Data Centre, the Registrar's office, and other service areas in the College
9. in cooperation with other Coordinators and the Directors, develops faculty work assignments, class schedules, and continuing education and community service activities
10. prepares such reports and provides such information as may be required from time to time by the Program Director, the President and the Board
11. assists in the preparation of advertising, brochures, news releases, and published handbooks---including the college calendar and annual reports
12. receives and handles complaints by or about Divisional faculty members, and in some cases, students
13. appropriately communicates Divisional and College procedures, regulations, etc. to faculty with respect to role expectations; deadlines; records; routines; vacations; absenteeism; examinations; student evaluation, counselling and advisement; and, the acquisition of books, instructional resources, personnel services and professional services
14. designates and orients an acting coordinator for anticipated periods of the Coordinator's absence from the College
15. fosters good morale and systematic cooperative effort among Divisional faculty members toward the achievement of Divisional and College goals within established philosophic and policy parameters
16. teaches at least one full course per year in a subject area in which he is qualified
17. performs other duties which evolve during the implementation of the new Administrative Structure, and which are appropriately in the realm of the Divisional Coordinator.

Qualifications. The Divisional Coordinator should possess a record of successful teaching and of participation in the governance in a community college. The Coordinator will have at least a Master's Degree in a discipline relevant to the College and to the Division, and formal or in-service training in administration and human relations.

The registrar reports to the President and works closely with the Director of Student Services, the Divisional Chairmen, faculty members, and students in order to ensure smooth, human-oriented access by students and potential students to all the learning experiences and services which the college endeavors to provide to all who can benefit from them.

This demands that a diversity of information, regulations, schedules, procedures, services, records, programs and so on be identified and organized into simple facilitative logistic systems and information sources.

The Office of the Registrar will tend to be a focal point for most procedures, regulations, policy handbooks, promotional materials, initial stages of student services, statistics, and records.

Policy. The Registrar

1. participates at I.C.C. in the formulation of college policies and recommended board policies
2. is responsible for developing and administering the budgets for his office
3. works with the administration in developing and implementing policies governing all aspects related to the treatment of students: registration; admissions; withdrawal; graduation; transferability; records; transcripts; diplomas; finances; advisement; information
4. assists in policy formulation for Divisions and for Student Services and Public Relations
5. assists in the formulation of policies affecting information management, institutional research, and the Data Centre
6. assists in the preparation of educational specifications for campus development.

Implementation. The Registrar

1. through continuous and extensive consultation translates college philosophy and policy into systems for admissions, registration, changes in registration, and student information which are supported by a calendar, concise information packages, forms, documents, and electric automation
2. establishes office routines, collects or prepares brochures, and arranges for regular contact persons whereby all inquiries from students or other agencies can be appropriately and expediently handled
3. maintains and synthesizes information on admission requirements, student services, programs, transferability, offerings in other institutions, college procedures and regulations such that current, accurate information is readily accessible directly by students or for publications and advertising

4. prepares course lists and descriptions, timetables, class lists and room allocations in consultation with the Program Director, Coordinators and the Campus Manager
5. maintains student records, and institutional statistics as required for the functioning of the Registrar's Office, for student counselling, for approved institutional research studies and by other offices and agencies such as those of the Directors, or such as The Department of Advanced Education and Statistics Canada
6. receives and handles directly or through contact persons inquiries and complaints from students, faculty members or others which are directed to the Registrar's Office
7. promotes the services provided by the Registrar's Office
8. is responsible for staffing and equipping his office within budgetary constraints. This includes identification of staff requirements, recruitment, selection, placement, orientation (including training and in-service), supervision and evaluation
9. collects and maintains the academic records of students and provides statements of marks, transcripts, diplomas, and certificates according to policy
10. cooperates with the Program Director and Campus Manager in achieving maximum room utilization with respect to credit programs, continuing education, joint offerings, and by community use of facilities
11. edits and publishes the college calendar
12. performs other duties as may be assigned from time to time or as are identified as being in the aegis of the Registrar's Office as full implementation of the new Administrative Structure is achieved

Qualifications

The Registrar should possess an undergraduate degree and be familiar with electronic data processing. He must have several years of successful working experience in a Registrar's office, preferably in a community college. The Registrar must be capable of working well with administrators, faculty, and students both in the development of policies and procedures, and in their implementation. He must not only be capable of achieving a broad understanding of the College's philosophy and policies, but also capable of performing the detailed tasks of translating these into appropriate procedures and realistic regulations.

The incumbent in this dual role reports to the Director of Student Services and Public Relations and is generally responsible for maintaining a conducive physical and social environment in the campus residences, and for centralizing and otherwise expediting procedures by which bursaries, scholarships, awards, and emergency loans, and other forms of financial assistance are made available to students.

As Residence Manager, the incumbent

- 1.1 assumes a major role in the promotion of the residences to prospective college students
- 1.2 processes inquiries and applications from prospective residence students according to established policies and procedures
- 1.3 develops such policies and procedures under the direction of the Director of Student Services
- 1.4 develops and implements policies and procedures governing the operation of the residences
- 1.5 provides necessary physical and social services in the residences and assists the Director and the College Counsellors arrange counselling and referral services for residence students
- 1.6 supervises such administrative procedures as room assignment, fee collections, maintenance, security, cleaning, and the enforcement of regulations
- 1.7 edits, revises, and publishes a Residence Handbook annually or as often as necessary
- 2.1 promotes the residence facilities and other appropriate College facilities as a convention centre available to groups lacking access to more expensive convention facilities
- 2.2 participates in the development of policies and implements policies respecting the use of the facilities by prospective convention groups
- 2.3 supervises such administrative procedures as handling enquiries and applications; accounting for priorities; assigning of rooms; maintaining liaison with the Campus Manager regarding food services, auxiliary services, and other College facilities; provision of room service; the collection and handling of fees; and arranging for guides, welcoming committees, and orientation to the facilities, the city, and surrounding Parkland area
- 2.4 prepares and collects pamphlets and other sources of information required by or of interest to visiting and convention groups
- 2.5 coordinates registrations, pre-registrations, and the handling of inquiries with the Registrar's Office and the Secretary of Continuing Education

3.1 maintains an up-to-date registry of suitable off-campus student accommodation

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3.2 provides assistance to students in matters of landlord-tenant relations

As Student Finance Officer, the incumbent

4.1 coordinates campaigns and other funding endeavours by which student assistance moneys are collected

4.2 advertises all types of financial assistance available to students through the College .

4.3 handles inquiries about financial assistance and handles applications for financial aid, student loans, and scholarships

4.4 processes applications and selects recipients of awards and scholarships in accordance with established college policy and the stipulations of donors

4.5 provides financial counselling to students

4.6 participates in the development of policies governing financial awards, scholarships, and the Red Deer College Loan Fund

4.7 administers the Red Deer College Loan Fund

5.1 performs such other duties as may be assigned by the Director of Student Services and Public Relations.

Qualifications.

The Residence Manager - Student Finance Officer should possess an undergraduate degree or a college diploma in a social science or social services area. He must be very skilled in human relations - particularly in working with students. He should have some experience in attending to administrative details, as well as in promotions and advertising.

The Coordinator of the Learning Resources Center is the principal administrative and planning officer for the Center. He reports to the Program Director and is responsible for the implementation of procedure to ensure the successful operation and provision of services by each part of the Learning Resources Center, and is responsible for establishing policies that coordinate the service functions of the Center with the requirements of the entire institutional program. He advises the Program Director on resource capabilities, budgetary requirements, service evaluation, and future goals for the Learning Resources Center.

The Coordinator of the Learning Resources Center

1. participates in the formulation of appropriate service goals, priorities, and other policies affecting the operation of the Learning Resources Center
2. in consultation with Divisional Coordinators develops and implements strategies by which authorized instructional programs can most efficiently and effectively be served
3. prepares operating and capital budget proposals and administers expenditures of current budgets according to policy constraints
4. approves purchases of print and non-print media, and of materials and equipment
5. is responsible for non-professional and paraprofessional staffing: establishment of needs, recruitment, placement, orientation (and in-service training), and evaluation
6. maintains good staff morale and good relations between the center and the users of the Learning Resources Center
7. actively promotes maximum utilization of available and potentially available services
8. maintains a users' manual and edits a newsletter to further promote maximum utilization
9. maintains liaison with community users, and with other groups and institutions in the community. (He occasionally acts as a consultant for community library personnel.)
10. maintains liaison with other college libraries, and with provincial library or learning resource facilities and study committees relevant to the college's Learning Resource Center
11. consults extensively with administrators, faculty, and students in the ordering of specific print, non-print materials, and equipment
12. oversees the facilities growth of the Learning Resources Center; he has the specific responsibility of maintaining a balanced program of facilities development that will complement dynamic curricula.

Qualifications. The Learning Resources Center Coordinator should possess a Master's Degree in an area of educational communications such as Library Science or audio-visual technology, and several years' experience in at least one area of learning resources. The Coordinator must have the administrative and human relations skills, and the imagination to give impetus and optimum support for the instructional plans of the College. 331

The Coordinator reports to the President. He works closely with the Program Director, the Director of Finance, and the Registrar in providing the Administration with data processing services. Second, the Coordinator provides data processing assistance to authorized institutional research and program development projects. Third, he provides, where appropriate, computing services to individuals in the College and the community. Fourth, he services computing science programs and computer assisted instruction, and acts as a part-time faculty member in The Division of Science and Technology. Finally, he works with the Directors and the President in the formulation and implementation of policies and priorities governing Computer Services functions.

The Computer Services Coordinator

1. coordinates, plans, organizes and administers the Computer Services operations in accordance with established policy
2. participates in the formulation of such policy, particularly as a resource person
3. encourages fullest possible utilization of Computer Services
4. in consultation with users, projects and plans for additional hardware and software
5. maintains close liaison with the suppliers of computer power
6. participates in the annual budget preparation for the College
7. administers the budgets for Computer Services
8. participates in staffing of the College and is responsible for the non-professional and paraprofessional staff in Computer Services: defining staff needs; recruitment, placement, orientation, supervision and evaluation of staff.

Qualifications.

The Coordinator must have an experiential background in the administration of a computing centre, in management information systems, and in educational and management applications, as well as a strong academic background in computing science (a minimum of a Master's Degree).

He must be capable of working with administrators, faculty members from all Divisions, and students; and he must be skilled in human relations and promotional skills.

In the College's broad role of providing a variety of learning experiences of which individuals may elect or be motivated to avail themselves, it is instructors who are most often involved directly in the provision of such learning experience. Instructors, therefore, also will be continuously consulted by those other individuals and groups who are indirectly involved in instruction: program planning; acquisition and allocation of resources, coordination of and facilitation of the various functions of the College; and so on.

Instructors report to the Coordinator of the Division to which they are assigned; and if eligible, are members of the Red Deer College Faculty Association.

More specifically, Instructors

1. conduct classes, labs, seminars, practices and other regular scheduled instructional-learning activities
2. arrange or participate in a variety of informal or incidental instructional-learning activities such as student consultation, guidance and counselling, college clubs, and social functions
3. plan, prepare for, evaluate both regular and incidental learning experiences on-campus and off-campus
4. participate in divisional program development, course revision, and other evaluative developmental, or planning projects
5. participate in college-wide promotional, recruitment, program developmental, research, and policy-formulation activities such as in the College Board and the Internal College Council
6. cooperate in the recruitment, selection, orientation, and development of professional staff members
7. cooperate in the development of budgets, and in the acquisition and efficient utilization of instructional materials and supplies - including print and non-print materials for the Learning Resources Center
8. participate in the establishment and implementation of Divisional policies, priorities, and functional procedures
9. participate in a variety of professional development and in-service training activities according to established College, Divisional, and Faculty Association policies
10. generally, contribute to the community image, good morale, eupsychian institutional climate, and successful goal-achievement of the College
11. perform such other duties as may be assigned from time to time by the Divisional Coordinator, and as a consistent with the role expectations for instructors and with the provisions of the Collective Agreement.

Counsellors report to the Director of Student Services and Public Relations, and in close cooperation with all groups in the College and many community groups and agencies, perform a variety of functions whereby students gain access to the educational and personal development services offered by the College. Counsellors play key roles in helping potential students recognize their aptitudes and personal goals and alternative means by which the College may be able to help them to develop their talents, to achieve their goals, and to reconcile their goals with those of our society.

Specifically, Counsellors .

1. promote the College's potential contribution to potential students of all ages and backgrounds who visit the College, who are enrolled in schools, who are employed, or who neither are employed nor in educational institutions
2. assume major responsibilities in providing educational and vocational counselling to prospective students, present students, and students about to leave the College
3. provide special services such as basic skill upgrading, aptitude testing, personality testing which may be required by students and prospective students during educational advisement programs
4. provide in a professional manner such personal counselling as can be satisfactorily carried on in the College: social, psychological, family, financial, and other forms of personal counselling
5. arrange for off campus referrals to cooperating agencies when in depth personal counselling or when medical attention is required
6. maintain and disseminate accurate and current information on program prerequisites, course requirements, transfer possibilities, employment prospects, and so on for all programs in the College, and with regard to programs in other educational institutions. This requires constant liaison with the Registrar, other administrators, and faculty; and with outside agencies and educational institutions
7. arrange for religious counselling, employment placement services, high school - college intervisitations, and a variety of auxiliary student services
8. participate through the Director of Student Services in the development of Board and College policies most of which directly or indirectly affect students

9. work with the Director in planning and implementing comprehensive promotional, student counselling and recruitment, and job-placement programs
10. discuss formally or informally with individuals and with groups of students any concerns which students have
11. act as consultants for the Administration, the Faculty Association, and the Students' Association with regard to student counselling, advisement, and other services
12. help develop and implement Board and I.C.C. priorities which guide the relative emphases to be given the diverse range of counselling and other student services
13. participate from time to time in instructional programs and community service courses, workshops and seminars as approved by the Director.

The Program Development Officer reports to the Director of Programs and Services and works closely with him, Divisional Coordinators, the Data Centre Coordinator, the Registrar, and faculty members in program research and evaluation, and in institutional research as is consistent with the policies and priorities implemented by the Program Director. The Program Development Officer acts as a consultant in research design and in the compiling of completed research. The Officer is available to coordinate research and development programs initiated in Divisions, and to finalize analyses, written reports--particularly proposals for new program and service proposals. The Program Development Officer will take considerable initiative in the promotion and utilization of research and development services. The Officer will take initiative in the development of information management systems in cooperation with the Data Centre Coordinator, the Registrar, and with others such as the Director of Finance under the direction of the Program Director.

Responsibilities. The Program Development Officer

1. conducts and coordinates continuing (1) studies of educational needs; (2) curricula, instruction, and goal achievement evaluations; (3) follow-up studies of students; and (4) surveys of manpower requirements in the community and the province
2. prepares institutional reports and written proposals based on institutional research under the direction of the Director of Programs; assists in the preparation and editing of annual reports
3. coordinates the answering of surveys and questionnaires from outside agencies
4. under the direction of the Program Director, coordinates the outside distribution of authorized questionnaires and surveys prepared by administration, faculty, and students
5. analyses future needs and resources such as enrolment and facilities projections
6. assists in the preparation of educational specifications for future campus development
7. coordinates campus design and facilities utilization with Directors, Coordinators, the Campus Manager, and architects with respect to educational specifications
8. designs, implements, and develops an information management system according to broad specification provided by the Board through the Program Director. This requires close cooperation with the Data Centre Coordinator, Registrar, and Director of Finance
9. maintains close communications with program planning and research offices in other institutions and in the Department of Advanced Education.

Policy-Related Responsibilities. The Program Development Officer

1. assists in the preparation of specifications for additional computer hardware, and for improved communication systems
2. delineates, collects, and analyses data required by various policy bodies for sound policy decision-making
3. participates from time to time in the formulation of policy proposals respecting research and program priorities, information management, facilities planning and utilization, and other long-range planning projects
4. assists in the compilation and editing of policy, handbooks, the college calendar, and other publications
5. performs such other related duties as are assigned by the Program Director

Qualifications. The Program Development Officer must possess a successful background in the designing, conducting, and reporting of research in educational administration and planning. He must be conversant with the philosophy and operations of Alberta Community Colleges.

He must be capable of working with people in a college, and in a college community, and in governmental planning and research offices. The Office will possess at least a Master's Degree in educational administration with emphasis in planning or higher education.

The Campus Manager reports to the Director of Finance whom he assists in the administration of plant construction, maintenance, security, and utilization. He assumes major responsibilities in administering contracted services, purchasing, and inventory.

The Campus Manager

1. administers contracted services, purchasing, capital inventory; and manages the physical plant and grounds
2. supervises operation of business services contracted by the College, e.g., cafeteria, vending machines, and security, custodian and maintenance services
3. handles rentals of college facilities, grounds and equipment to outside organizations or individuals
4. coordinates the preparation of master room assignments and schedules and works closely with the Registrar in providing facilities for regular instructional activities and in achieving maximum space utilization
5. compiles capital equipment estimates and is purchasing agent for capital equipment and operating supplies for the physical plant
6. maintains an up-to-date inventory of equipment
7. is a member of the building committees of the Board
8. reviews with architects specifications for bids
9. under the direction of the Director of Finance, reviews building plans and supervises new construction
10. acts as owner's representative with architects and/or contractors
11. administers contracts - reviews and authorizes progress payments as submitted by contractor for payment
12. directs and supervises the operation, furnishing, and maintenance of the physical plant
13. assumes responsibility for enforcing the parking and traffic regulations
14. recommends to the building committees, renovations, improvements, alterations or repairs to College buildings, grounds and equipment
15. works in close cooperation with the residence manager to provide proper functioning, operation and maintenance of the physical residence facilities
16. performs other duties as may be assigned from time to time.

The Programmer reports to the Coordinator of Computer Services and assists in the design and the implementation of authorized systems.

Duties. The Programmer

1. assists the Coordinator in providing computer services to appropriate offices, individuals, and projects in the College, and in the community
2. assists in promoting the services available and in otherwise maximizing the utilization of computer services
3. designs and implements systems under the supervision of the coordinator
4. performs such other duties as assigned by the Coordinator; these might include acting in the stead of the Coordinator of Computer Services during periods of his absence from the College

Qualifications.

The Programmer must possess a diploma in Computer Technology from a recognized technological institute or college, and have some experience in programming and system design.

The Programmer should be capable of meeting the public and of explaining input requirements to users.

Job Description. The Plant Superintendent reports to the Campus Manager and

1. assists in planning, organizing and supervising all functions relating to the operation and maintenance of College buildings and grounds
2. recommends, and when approved, provides for improvements, repairs and alterations of College buildings and grounds along with replacement of equipment in his area
3. supervises work of buildings and grounds personnel, including security staff
4. assists in supervision of new construction
5. maintains records and issues the keys to all staff and personnel as authorized
6. assists in the enforcement of College Parking and traffic regulations
7. performs such other duties as may be assigned from time to time.

Job Description. The Assistant Plant Superintendent reports to the Plant Superintendent and

1. assumes responsibility for the proper maintenance of plant buildings, grounds and equipment
2. is experienced and proficient in the operation of all heating, electrical, ventilating and air handling equipment
3. handles all minor repairs of a general nature
4. maintains plant fire-fighting equipment and aids in carrying out regular inspections and checks of this equipment
5. assists in receiving of equipment for College and delivery of same to the department or area involved
6. under the direction of the Plant Superintendent is responsible for the moving and/or relocation of furniture and equipment as required
7. assists in the maintenance of grounds and in the supervision of hired personnel to perform this work
8. assumes the duties of the Plant Superintendent when the Superintendent is absent from the city and area
9. is on 24-hour call as is the Superintendent--should any emergency arise within the plant
10. performs such other duties as may be assigned from time to time.

This is a staff position designed to relieve the President of the College of routine administrative detail.

General Responsibilities. The President's Secretary

1. carries to completion a portfolio of recurring delegated assignments developed through continuing review of the requirements of the President's office
2. prepares replies to correspondence for the President on verbal, marginal instruction, or on personal initiative as the situation demands
3. prepares necessary support materials for reports and surveys required for the President
4. prepares and maintains confidential permanent personnel files for the administrative and academic staff
5. as directed by the President, prepares replies to correspondence requiring confidentiality for other senior administrators who do not have a regularly assigned secretary
6. performs such other duties as may be designated by the President.

The Office Supervisor reports to the Director of Finance and

1. organizes, supervises and trains (where necessary) personnel in the Steno Pool
2. in consultation with the Director of Finance screens applicants and selects secretaries for the Steno Pool
3. is responsible for office equipment, and for ensuring that supplies are adequate and that all equipment is in good running condition
4. orders all supplies necessary for the smooth operation of academic Divisions and the Steno Pool
5. deals directly with faculty in all matters pertaining to secretarial and stenographic assistance
6. keeps personnel records on all secretaries and stenographers with regard to absenteeism, holidays, etc., and sees that time sheets are completed and submitted monthly
7. types correspondence, technical papers, submissions, statements, stencils, vouchers, etc. for the Director of Programs and the Director of Finance
8. is responsible for petty cash, maintaining necessary records
9. relieves the President's Secretary when necessary
10. is responsible for the telephone account, xeroxing and Divisional office supplies
11. edits a weekly Newsletter for publication
12. meets the public, provides routine information, answers the telephone, relays messages, and arranges appointments where necessary in the general reception area of the College
13. may be requested to take minutes and type minutes at senior level meetings
14. acts as personal secretary to the Director of Programs and Services
15. performs such other duties which may be assigned from time to time.

ACCOUNTANT

The Accountant reports to the Director of Finance whom she/he assists in the accounting activity.

More specifically, the Accountant

1. reconciles the cash every month and prepares the necessary monthly journal entries for posting to the General Ledger
2. checks the cash every morning against the cash register tape and reconciles same with cash on hand
3. reconciles the bank accounts every month and prepares the necessary journal entries for posting to the General Ledger
4. prepares the monthly payroll and has custody of all payroll records. Updates the same when necessary
5. prepares the monthly journal entries re the payroll and ensures that the liability accounts representing deductions from individuals' pay, as well as the College contributions, clear out after remittance cheques are prepared
6. checks vouchers which have been prepared (processed) for payment by accounts payable to ensure the following have been done:
 - goods have been received in good order, proper quantity and when known, price in accordance with purchase order
 - where applicable, items on invoice have been extended and added and agree with invoice totals
 - invoice is made out to the Red Deer College and is not for an item for personal use
 - wherever possible, a copy of the P.O. is attached to the voucher
 - discounts are properly taken, where offered
7. assists the accounts payable clerk in any problems she may have
8. prepares the necessary journal entries every month to record supplies (office and bookstore) charged out for internal use. This also applies to xerox copies that are "billable" to various persons, etc.
9. ensures that invoices are prepared and sent out to "sponsoring agencies" for fees; supplies and textbooks (exclusive of Manpower, which is handled by the Bursar).
10. assists the bookkeeping machine operator in reconciling accounts, balancing ledgers, etc.
11. prepares analysis of long distance calls as soon as A.G.T. billing received for Director's furtherance

12. when Director of Finance is away, assists and directs,
wherever necessary, the staff engaged in various accounting
activities

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13. assists the Director of Finance in various projects, such
as cost studies, as well as other assignments.

APPENDIX D

March, 1973 Faculty Referenda

APPENDIX D - 1

March 21, 1973 Faculty Referendum
And Summary of Returns



TO: ALL FACULTY MEMBERS

DATE: 21st March 1973

FROM: Gary Botting

TO: Referendum Re College Structure

Total responses : 36

Yes : 23

No : 12

Recorded Abstentions : 1

A summary of comments and qualifications will be circulated
later this week.



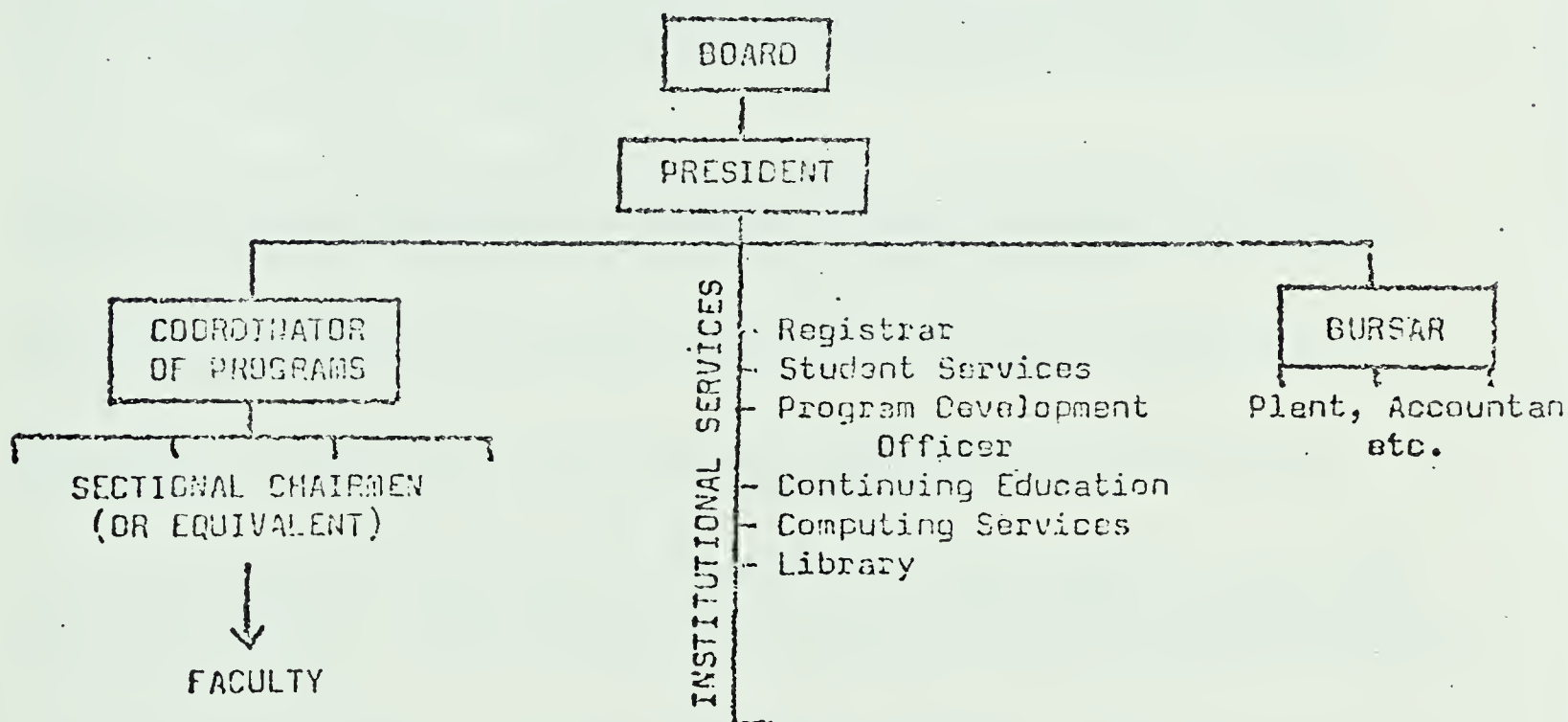
TO: ALL FACULTY MEMBERS

DATE: 16th March 1973

FROM: GARY BOTTING

RE: REFERENDUM Re. College Structure

College structure was discussed at length at the I.C.C. meeting Thursday. The following structure was proposed:



In your opinion, will it work?

YES ☒

NO ☐

Please return to my box by Tuesday.

COMMENTS ON COLLEGE STRUCTURE

Question: Will the proposed college structure work?

"I suppose, given the proper personnel but I don't agree with the over fractionalization of common areas seemingly implied by the above proposal. I am more inclined to prefer the present major divisions."

"Any structure will probably work. The one provision that I would like to see (and it is not a matter of selfishness) is for AUP to be considered a unit within the college.

Putting AUP in the Science Department was an interim measure. It was not intended that it should become a permanent arrangement.

Channels of communication for Arts Department members teaching AUP are rather confusing."

"Yes, provided that sections are reasonably small. i.e. A lot smaller than the present Arts, Science and Careers sections."

"Best I've seen yet."

"Absolutely any structure will work in an atmosphere of acceptance and fairness. These (Program Development Officer and Continuing Education) aren't in the same league and should likely be closer to the programs. Unless their functions are very closely coordinated with programs, they could be operating in a vacuum."

"Sure, if it has the right people in the boxes. Structure is academic. People make the difference in a structure. What you really want to ask faculty is whether they want to try this structure or not!"

"Possibly - depending on who is Co-ordinator and what is meant by sectional chairmen or equivalent."

"Provided the coordinator has an academic teaching background and is sympathetic to the peculiar needs of programs."

"I am not sure that a coordinator is needed but would support it together with the sectional chairmen as we have it now. I feel that the sectional chairmen are vital. There develops too much of a power struggle to dispense of these positions."

"This structure would probably work; however I would like to see department chairmen retained."

"I can't get overly excited about structure, since I strongly agree with Dr. East that whether it works or not is going to depend on the people in it. Too much time has been spent on this matter in the past."

"Yes - with a special kinda' person!"

"Yes, with strong section heads."

"Yes, but it is not the optimum structure for this institution."

"No -- If it is too much work for the President, then perhaps an executive assistant to the President is advisable. He reports only to the President. It is vital that the President remain in direct contact with the programs. The product we turn out is the important thing."

"No -- I expect any structure would work given the right commitment and the right people. I sometimes feel the method of arriving at structure is more important than structure per se."

"I must answer no for the following reasons:

1. Assuming a sectional chairman refers to a discipline chairman, the Coordinator of Programs would have a great many people responsible to him i.e. 15-20.
2. An intermediary position between faculty and president dampers communication.
3. A coordinator of administrative and supportive services is a more likely position. I can't see the President being concerned about the library, residences, plant, etc. However he should be in very close contact with instructional services and programs."

"No, if by Sectional Chairmen you mean the chairman of Phys. Ed., -Arts, Social Service or Nursing -- if you mean the Divisional Chairmen it may work but I'd rather not have the Coordinator of Programs."

"What does a coordinator do other than "coordinate"? Is a coordinator the same as a program development officer? If not, why not?"



TO: ALL FACULTY MEMBERS

DATE: March 19, 1973

FROM: A Faculty Member

RE: College Structure Proposal of March 16, 1973

First, I agree that any structure will function given the right people for the positions. However, it seems that the published structure tends to suggest certain long-term guidelines which ease the situation of job mobility so common in today's colleges.

Basic Reason for Disagreement with Proposed Structure

The closer the President of a college is to the life stream of the college, the program/teaching/learning process, the better he can feel the pulsations of his college and the better he can represent the college externally to various agencies and communities.

The information areas (institutional services) need not be a constant demand on the President's time except at very specific times of the year. If necessary, a Coordinator of Business and Services would alleviate the President's having to spend an undue amount of time in these areas.

A Coordinator of Programs would of necessity have to be a person hired as a full-time administrator and therefore, removed to too great a degree from the learning process. However, granting his ability as a good coordinator, unless he has super-human communication skills, the sieved feedback received by the President will not enable him to properly represent the life-stream of the College programs. In such a situation it is the Coordinator (or in some institutions, the Academic Vice-President) who is the person who should be invited to represent the College at Civic Functions, etc. However, from the public's point of view, the prestige of the President's position would usually overrule this possibility. The community wants the President to speak -- not the Coordinator of Programs -- thus, the college programs do not get the priority treatment that they deserve.

Having both a Coordinator of Programs and Sectional Chairmen seems to duplicate the duties and functions which might be assigned. Worst of all, the President is further removed from the learning process or the programs in his institution.

Rationale for Divisional Chairmen (Council of Three)

The administrative and coordinative duties can be split up somewhat and delegated by the President to the Divisional Chairmen. This allows the Chairmen to remain as part of the teaching/learning process and identifiable as both faculty and administration. With three good key people in such dual roles, the President is not necessarily bombarded with time-consuming problems, but can maintain his finger on the pulsation or lifestream of the College's reason for existence.

The chairmen can work with the Program Development Officer and involve their departments in program development as programs are suggested, researched and approved.

Also, there are three sources of input to the President when desired specifically and on an ongoing college-council, advisory basis. Even if one of the links is a bit weak in terms of communication, the President will still have a feeling of what his college is about--in terms of concrete problems and realistic problems rather than "ivory tower" philosophy and a view through "coloured glasses".

One recently retired president of a large community college in Washington told me last summer that the only better solution he knew of was to have the President teach one class himself. Only in this way can he truly appreciate and be identified with the full college lifestream. Personally, I do not advocate this extreme position. However, the better the structure allows communication of this lifestream feeling and process to the Board through the President and Council representatives, the better the judgment and decision-making process at the Board level, and the better the President can publicly represent the real student-oriented concerns of a community college.

APPENDIX D - 2

March 26, 1973 Faculty Referendum
And Summary of Results



TO: ALL FACULTY MEMBERS

DATE: March 26, 1973

FROM: GARY BOTTING AND NEIL CLARKE

RE: New Administrative Structure for Red Deer College

Attached are the I.C.C.'s most recent positions with regard to structure.

Two alternate proposals are summarized in order of preference. Each proposal includes.

1. Membership of an Internal College Council which will deal with policy formulation and policy decision making as the sub-Board level.
2. A structure for the implementation of policy - for the day to day operations of the College.
3. A brief summary of the essential features of administrators' job descriptions; these vary slightly of necessity in the two proposals.

The I.C.C. has requested that the attached proposals be distributed to all faculty members for reaction and comment.

Specifically would you study the proposal and respond to the following?

(Any questions may be directed to your Chairman or to Gary Botting). Please return to Gary Botting before 12:00 noon, Wednesday, March 28th.

1. Which of the two proposals do you prefer? 1. () 2. ()

2. In the event that neither alternative is satisfactory as printed, would you prefer one of them if some modification were possible.

which proposal

() yes () no
() 1. () 2.

what would that modification be?

REVISED I.C. PROPOSALS OF AN ADMINISTRATIVE STRUCTURE FOR RED DEER COLLEGE

(Revised March 21, 1973)

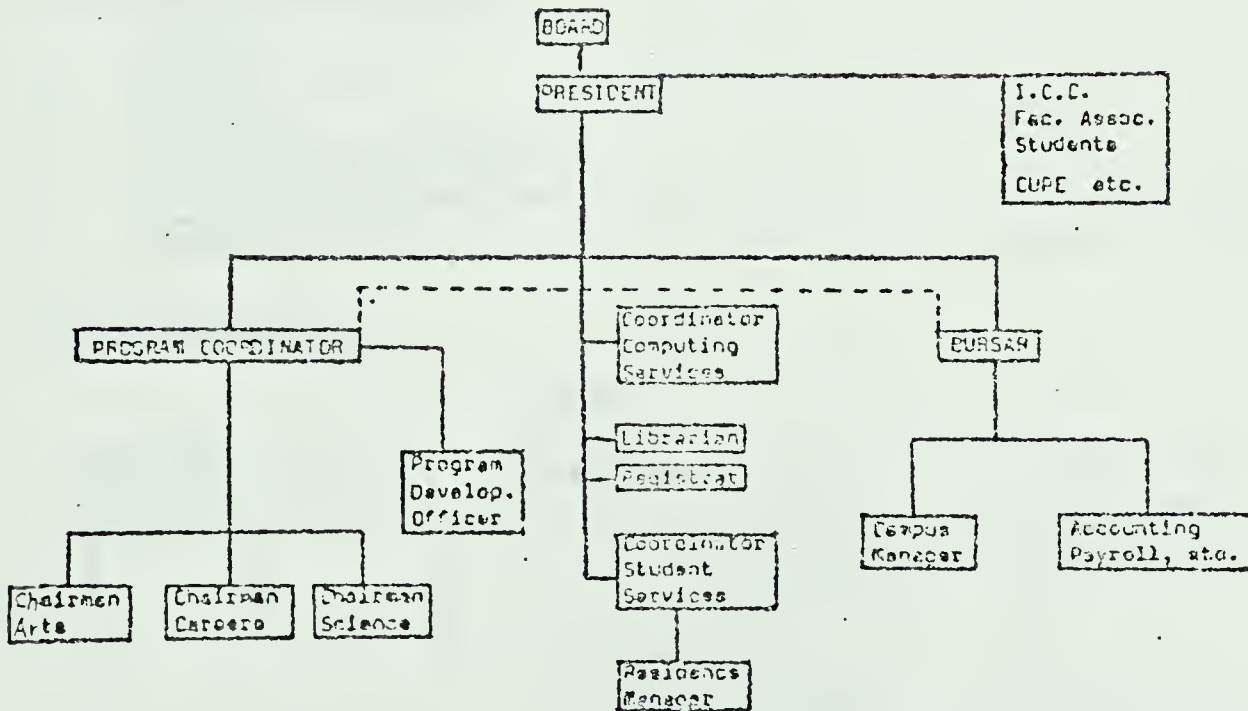
FIRST PREFERENCE

A. POLICY DECISIONS

Internal College Council Membership

President
 Coordinator of Programs
 Bursar
 3 Chairmen
 Coordinator of Student Services
 President of Faculty Assoc.
 President of Students' Assoc.
 Student at large
 Registrar

B. POLICY IMPLEMENTATION



Summary of Some Essential Features of Job Descriptions

1. President Supervises academic and service programs and their financing through direct and primary channels to Bursar and Program Coordinator.
 Shares direction and coordination of the four major service functions with the Program Coordinator and to some extent the Bursar.
 Reserves time for non-routinized discussions with individuals and groups in middle administration, faculty, students and community.
2. Program Coordinator Provides direction, coordination and facilitating services required for maintaining programs and services, for improving existing programs, for researching, developing, implementing, and evaluating new programs and services. This includes credit programs, pilot studies, continuing education, community services, institutional research.
3. Program Development Officer Assists Program Coordinator in researching new programs, evaluating existing programs.

The development and review of existing and new continuing education and certain other special programs is the responsibility of the Program Coordinator assisted by the Program Development Office and also by the three academic departments and the service officer.

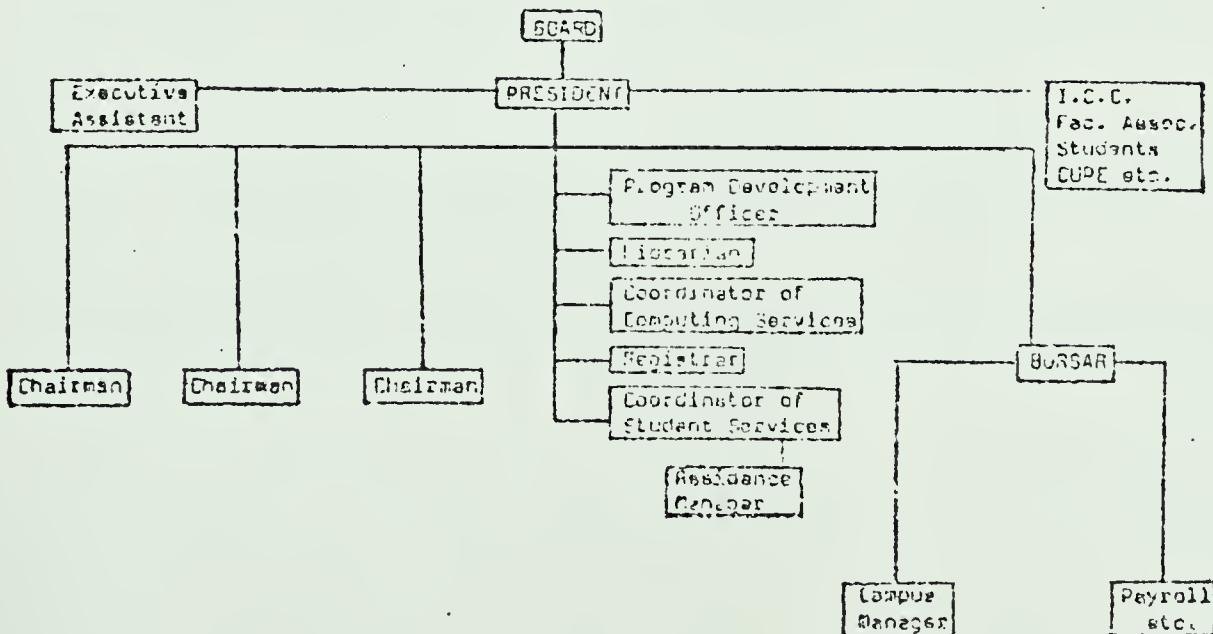
SECOND PREFERENCE

A. POLICY DEVELOPMENT

Internal College Council Membership

President
 Executive Assistant
 Bursar
 3 Chairmen
 Coordinator of Student Services
 President Faculty Association
 President Students' Association
 One student at large
 Registrar

B. POLICY IMPLEMENTATION



SUMMARY OF ESSENTIAL ROLE DIFFERENCES FROM FIRST ALTERNATIVE

1. President Supervises all academic and service programs and there financing as in first proposal but maintains more direct, regular contact with the several offices involved. Delegates some of this to the Executive Assistant depending on other obligations, the extent of consultation required at a given time, and the capabilities of the Assistant.
2. Executive Assistant Is delegated coordinating consultative duties by the President depending on the need at a given time. Available for this work in a wide variety of functions: academic, research, services, finance.
3. Program Development Officer Assists chairman and works with other service offices to research new programs and services of all types and to develop existing programs under the direction of the President (or Executive Assistant).

The development and review of existing and new continuing education and certain other social programs is handled by the Program Development Officer under the direction of the President (or Executive Assistant) and with the cooperation of the three chairmen and the other service offices.



TO: ALL FACULTY
ALL MEMBERS OF I.C.C.

DATE: March 29, 1973

FROM: GARY BOTTING

RE: STRUCTURE QUESTIONNAIRE

We received 36 replies. Of these, twelve stated their preferences for one of the two proposals. Only 4 preferred I.C.C.'s proposal #1 as presented. Eight preferred proposal #2 without qualification.

Of the 24 who were not satisfied with either proposal, only four supported proposal #1 with changes. Seventeen supported proposal #2 with qualifications. Three supported neither proposal, but supplied alternatives.

Details of comments and counter-proposals will follow.

Faculty Comments and Counter-proposals with respect to Structure

"The type of structure to be implemented depends directly on the personnel involved -- especially the president. These proposals should be regarded as no more than that, and the new president permitted to influence the discussion with his own views. After all, he is the one who will have to make it work -- not someone who thinks he can tie it all up in a neat package and then take off. Is this (Internal College Council Membership) the Academic Council referred to in Act 50 of the Colleges Act? Its composition and functions are to be negotiated by the Faculty and Student Associations and the Board -- no one else."

"Rather than the three department chairmen under the Program Coordinator, there should be the senior instructors for each division, i.e. nursing, chemistry, psychology, sociology, etc. The Coordinator Student Services should also include program development officer, and Residence Manager should include student services."

"direct contact"

"Elimination of the executive assistant. Whether or not to have one, should be left up to the incoming President."

"Do we really need an executive assistant? I do not see why the President should be directly concerned with student services, residences, library and even the computer."

"Program Development Officer, Coordinator of Student Services, Librarian, Coordinator of Computer Services, Registrar -- all under the Executive Assistant, not the President."

"Elimination of executive assistant. Librarian should not be a member of Faculty Association (no teaching duties.)"

"Add section chairman under divisional chairmen."

"Humanities, Social Sciences, Sciences with Careers "welded in", revision of areas assigned, less desirable: Dean of Faculty and sections heads with some don't (5-6)."

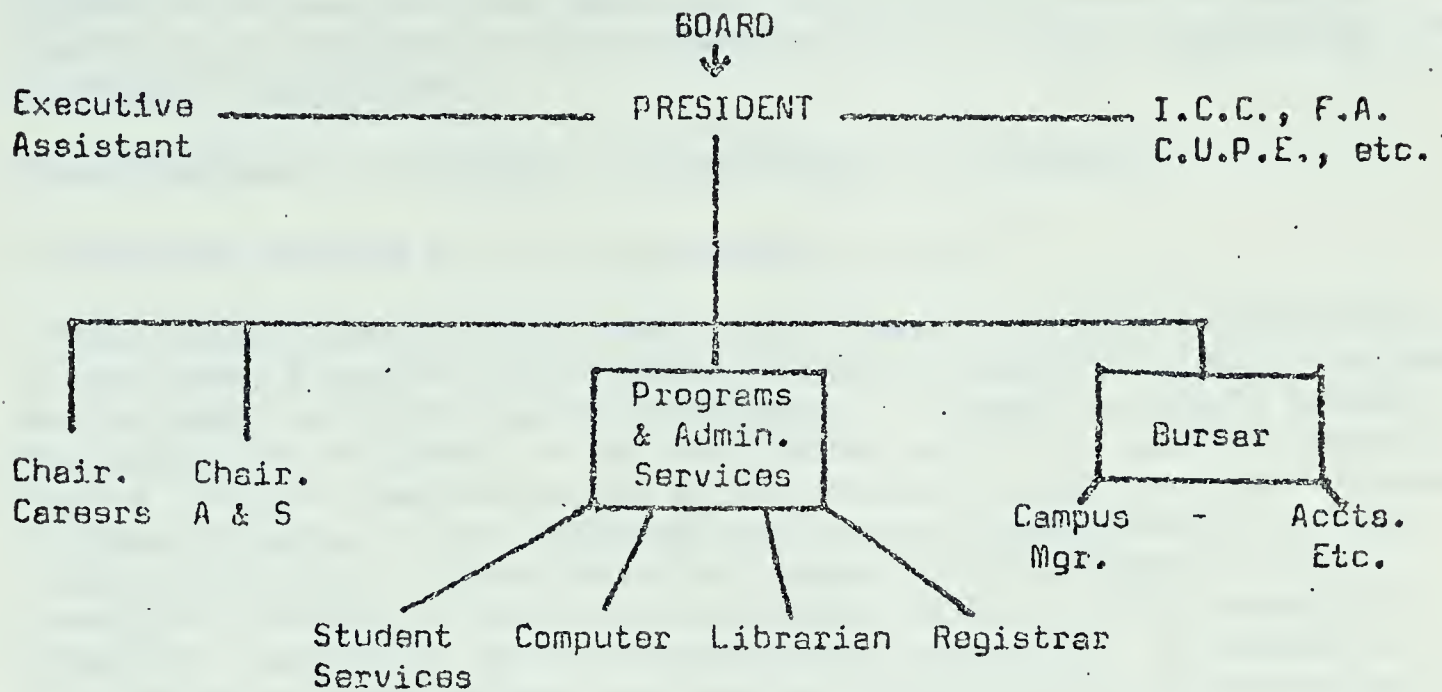
"Remove the position of Executive Assistant until the new President arrives, and determines whether such a position is warranted."

"The position of Executive Assistant be left as optional as the president sees fit (but not in the hierarchy between president and department chairmen)"

"Program Development Officer should report to the Chairmen."

"Modified with provision for section chairmen where necessary."

"Introduce an administration for the Supportive Services:



I.C.C. Membership:

President
 2 Chairmen
 Program & Administration Sec.
 Bursar
 President Students Union
 Faculty Association President

Note: Ideal Committee size appears to be 7.
 (Bales, R.F., In Conference
 Harvard Press Review,
 32(1954) pp.41-49).

(Ex. Asst. - attends, but does not vote!)

Reasoning:

1. President now has 5 instead of 6 - 10 people reporting to him.
2. Committees work best with 7 members (so I.C.C. should have 7).
3. Combine Arts & Sciences for now in future of a technical branch in added then add it to careers.
4. Removes levels in the hierarchy on the academic side, while indicating lesser importance for Service areas, therefore meeting the greater aim of meeting the students' needs.
5. Provides a backup for the president at the same time leaves him better opportunities to communicate both ways."

"Executive Assistant in charge of Program Development Officer, Library, Student Services, Computer Services. Cutting down number of people reporting to President to 5 not counting I.C.C., Faculty Association and Students' Association."

"More chairmen --- otherwise, no coordinator is necessary."

"Explicitly include C.U.P.E. or whatever on I.C.C."

"While alternative #1 would seem to lend itself to better coordination of programs, I regret the potential it has for vesting too much decision making power with the program coordinator. It seems to have a tendency to isolate the President of the institution who, in my opinion, should have a stronger leadership role in the internal workings of the College. I object strongly to the representation on the College Council of the Faculty President. There should be another Faculty Member on this committee, one who is free of the pressures of the Faculty Association President, especially those connected with bargaining. If Faculty is to have voting power within the Internal College Council Membership, it should lie with the Chairmen and with a member of the faculty at large who is independent of the pressures of other administrative or bargaining posts."

- "1. Chairmen - the divisions do not seem logical. Should be something like 7 or 8 sectional "heads".
2. Community Interest program -- adult - evening - children.
3. AUP - a separate entity or not?
4. Council -- is it entirely non-elective except indirectly as positions are filled and the people become ex officio members?"

Model I

1. This model frees the President from the immediacy of most internal (especially academic) matters and allows him to play a more active community role. This is probably very satisfying to the President but unattractive to the academic chairman and to faculty members.
2. Program Coordinator is really on Academic Vice President. This is nice for the occupant in terms of status but, if the President is much more concerned with business and with community relations, then the program coordinator is going to have difficulty keeping the President adequately attuned to academic problems, concerns and needs.
3. There is a heavy preponderance of administrative view point in the Internal College Council. Faculty and student representation is too low. However, a large number of faculty and students (as in past) has sometimes led to insufficient pragmatism in policy-making. The President will have to be very diplomatic in order to maintain a sense of legitimacy in the products of this Internal College Council.

Model II

1. The President has a heavier workload in this model but the immediacy of his involvement in academic problems will keep him better attuned to the dynamics of the Institution. This should be more gratifying to academics (and reduce possibility of alienation) because they will believe that academic problems have greater visibility in this model.
2. The Executive Assistant is more obviously a staff officer with delegated responsibilities and delegated authority only - he must know the limits of his function (to advise and to facilitate) and not to interfere in academic matters. If, over time, he develops great influence with chairmen and the President it should be on the basis of his personality and experience, and not on the basis of positional authority.
3. Previous comments on Internal College Council composition (above) still stands.

[Signed by A Faculty Member, March 27, 1973]

APPENDIX E

May, 1973 Red Deer College Policy Handbook Excerpts:
Administrator's Foreword and
List of Policy Contents

ADMINISTRATOR'S STATEMENT

The items in this Handbook with the exception of those listed below were researched, developed, and adopted as official policies of Red Deer College. As of May 22, 1973, these become the policies of the College's Board of Governors. These policies together with Provincial Legislation will provide a framework within which the Board, administrators, faculty members, staff, and the students and community of Red Deer College will proceed with the business of making the College an excellent institution in which people work and learn together.

Like all policies, the statements of philosophy, goals, functions, and many other policies will require thorough review periodically. As better information is available, and as legislation, priorities, enrolments, functions, and other factors change, revised policies will have to be developed and implemented.

It is my hope that this Handbook will serve not only as a useful operational guide to the new Board, but also as a basis for the continual and methodical process of policy development.



R. G. Fast,
Administrator

May, 1973

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